DOCUMENT RESUME

ED 479 941 EA 032 708

AUTHOR	De Grauwe, A., Ed.
TITLE	School Supervision in Four African Countries. Volume II: National Diagnoses--Botswana, Namibia, Tanzania, Zimbabwe. Trends in School Supervision.
INSTITUTION	United Nations Educational, Scientific, and Cultural Organization, Paris (France). International Inst. for Educational Planning.
ISBN	ISBN-92-803-1207-3
PUB DATE	2001-00-00
NOTE	298p.
AVAILABLE FROM	United Nations Educational, Scientific, and Cultural Organization, International Inst. for Educational Planning, 7-9 rue Eugene-Delacroix, 75116 Paris, France. Web site: http://www.unesco.org/ iiep.
PUB TYPE	Books (010) -- Collected Works - General (020) -- Reports - Evaluative (142)
EDRS PRICE	EDRS Price MF01 Plus Postage. PC Not Available from EDRS
DESCRIPTORS	Central Office Administrators; Disadvantaged Schools; Educational Environment; Educational Improvement; Elementary Secondary Education; Foreign Countries; Government Role; *Government School Relationship; Public Education; Public Schools; School Accounting; *School Administration; School Culture; *School Organization; School Personnel; School Statistics; *School Supervision; School Surveys
IDENTIFIERS	Botswana; Namibia; *Support Services; Tanzania; Zimbabwe

ABSTRACT

This publication forms the second volume of a report on a study of the school supervision system in four African countries. (The research is part of a larger series of studies sponsored by UNESCO and the International Institute for Educational Planning.) The countries studied were Botswana, Namibia, Tanzania, and Zimbabwe. The study examined the role played by individual supervisors and supervision services provided by national education departments and regional authorities. Volume 2 presents the four national diagnoses undertaken as part of the study. Specifically, this volume presents for each of the four countries: (1) a general overview of supervision and support structures; (2) basic facts and critical issues regarding the management of supervision services; (3) a case study of daily operation of supervision and support services in a selected district; and (4) an overall assessment of supervision and support services. The basic information is supplemented by numerous tables, charts, and lists. (WFA)

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ED 479 941

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Trends in school supervision

School supervision in four African countries

Volume II

National diagnoses

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International Institute for Educational Planning

Trends in school supervision

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Volume II

National diagnoses

Botswana
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The publication costs of its study have been covered through a grant-in-aid offered by UNESCO and by voluntary contributions made by several Member States of UNESCO, the list of which will be found at the end of the volume.

Published by:
International Institute for Educational Planning
7-9 rue Eugène-Delacroix, 75116 Paris
e-mail: *information@iiep.unesco.org*
IIEP web site: *http://www.unesco.org/iiep.*

Cover design: Pierre Finot
Typesetting: Linéale Production

Printed in IIEP's printshop
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PRESENTATION OF THE SERIES

This publication forms part of a series on 'Trends in school supervision', which accompanies the implementation of an IIEP project on 'Improving teacher supervision and support services for basic education'. The project, which began in 1996, is one of the main research components of the Institute's Medium Term Plan 1996-2001. The Institute wishes to express its sincere thanks to BMZ (the German Federal Ministry for Technical Co-operation) and to UNICEF for their support in the implementation of this project.

Earlier research, at the Institute and elsewhere, has pointed to the need, in an era of increased decentralization and school autonomy, to strengthen the skills of personnel involved in supervision and support at local level and in schools.

Two related points are worth mentioning here, as they form both the background to and the rationale for the IIEP's concern with this area of management. Firstly, professional supervision and support services for teachers, although existing in almost every country for a long time, have been ignored, increasingly so since resources have become more scarce. This neglect has, until recent times, been reflected by a similar indifference among researchers. Secondly, one important reason why the quality of basic education has deteriorated in many contexts is precisely related to the weakening of these services.

The IIEP project, developed against this background, consists of research, training and dissemination activities. Its specific objectives are to assist countries in diagnosing and reforming the existing services of supervision and support, and to identify promising strategies for their reorganization and strengthening. The series of publications, of which this monograph forms a part, is the result of

research, implemented in several regions, to address a number of questions, such as:

- How are supervision and support organized in different countries? What have been the major trends in their recent evolution?
- What are the principal problems which supervision and support services are presently facing in terms of: organizational structures; overall management; and daily functioning?
- To what extent and under what conditions do these services have a positive impact on the quality of the teaching-learning processes in schools?
- What are the major innovations taking place, mainly in respect of the devolution of supervision and support to the school-site level? How do these innovations operate? What are the main results?

In order to formulate answers to these questions, the project elaborated the following operational definition of school supervision and support services: all those services whose main function is to control and evaluate, and/or advise and support school heads and teachers. The focus of the project is on external supervision and support, that is to say on the work of inspectors, supervisors, advisers, counsellors, etc. located outside the school, at local, regional or central levels. A common characteristic of these officers is that regular visits to schools are an essential part of their mandate.

However, many countries, in their attempts to reform and innovate supervision, are increasingly relying on in-school or community-based strategies (such as resource centres, school clusters, in-school supervision by the principal or by peers, school-based management) to complement – if not to replace – external supervision and support. The project therefore also pays attention to a number of such innovations and, in more general terms, the strengths and weaknesses

of strategies, aiming at the reinforcement of internal quality-control mechanisms.

This series 'Trends in school supervision', thus consists of a variety of titles: national diagnoses on supervision and support, comparative analyses of the situation by region, case studies on innovative experiences, monographs and discussion papers on specific management issues. It is hoped that this series will fill a gap in education research as well as be an inspiration, in particular to policy-makers intending to reform supervision, and to supervisors who want to improve on their practice.

Other titles in the series include:

- Ali, M.A. 1998. *Supervision for teacher development: a proposal for Pakistan*. Paris: UNESCO/International Institute for Educational Planning.
- Carron, G.; De Grauwe, A. 1997. *Current issues in supervision: a literature review*. Paris: UNESCO/International Institute for Educational Planning.
- Carron, G.; De Grauwe, A.; Govinda, R. 1998. *Supervision and support services in Asia. Volume I: A comparative analysis. Volume II: National diagnoses (Bangladesh, the State of Uttar Pradesh in India, the Republic of Korea, Nepal and Sri Lanka)*. Paris: UNESCO/ International Institute for Educational Planning.
- Fergusson, V. 1998. *Supervision for the self-managing school: the New Zealand experience*. Paris: UNESCO/International Institute for Educational Planning.
- Gurr, D. 1999. *From supervision to quality assurance: the case of the State of Victoria, Australia*. Paris: UNESCO/International Institute for Educational Planning.

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- Khaniya, T.R. 1997. *Teacher support through resource centres: the Nepalese case*. Paris: UNESCO/International Institute for Educational Planning.
- Perera, W.J. 1997. *Changing schools from within: a management intervention for improving school functioning in Sri Lanka*. Paris: UNESCO/International Institute for Educational Planning.
- Wilcox, B. 2000. *Making school inspection visits more effective: the English experience*. Paris: UNESCO/International Institute for Educational Planning.

Acknowledgements

This publication could not have been written without the invaluable advice and continued guidance of Mr G. Carron.

Chapter I

School supervision in Botswana

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LIST OF ABBREVIATIONS

ADEA	Association of Development of Education in Africa
BIPP	Botswana In-Service, Pre-Service Project
BOG	Board of Governors
CD&E	(Department of) Curriculum Development and Evaluation
CEO	Chief Education Officer
CJSS	Community Junior Secondary School
CRT	Criterion Referenced Testing
CTO	Central Transport Organization
DPSM	Directorate of Public Service Management
DVET	(Department of) Vocational Education and Training
ERTD	Examinations, Research and Testing Division
NDP	National Development Plan
NPE	National Policy on Education of 1977
ODA	Overseas Development Administration
O & M	Organization and Methods
PEIP	Primary Education Improvement Project
PEO	Principal Education Officer
PTA	Parent-Teacher Association
REO	Regional Education Officer
RNPE	Revised National Policy on Education
SADC	Southern African Development Community
SEO	Senior Education Officer
SMA	Schools Management Adviser
SMT	Senior Management Team
SSMDP	Secondary Schools Management Development Project (Programme)
SSS	Senior Secondary School
TSM	(Department of) Teaching Service Management
TT&D	(Department of) Teacher Training and Development
UPE	Universal Primary Education
USAID	United States Agency for International Development

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INTRODUCTION

Country background

Botswana, a landlocked country in Southern Africa is an arid land prone to drought. The Kgalagadi Desert occupies about 60 per cent of the land to the west. The population is 1,450,000, concentrated along the eastern part of the country. The western and north-western parts are very sparsely populated, posing a challenge in the provision of services such as education.

Botswana has enjoyed peace and political stability since independence in 1966. Prudent planning and strict financial discipline have seen Botswana emerge from being one of the poorest countries on the continent in 1966 to a lower middle-income country in 1997. The GDP stands at US$4.6 billion and a per-capita GDP of US$2,980 today at the time of writing. Botswana's engine of economic development is diamonds while copper, nickel, cattle and wildlife, as well as tourism are also significant contributors.

A brief history of education in Botswana

The first formal schools were established in the mid-nineteenth century by missionaries. In the latter half of the nineteenth century tribal chiefs mobilized resources in the form of education tax to establish tribal primary schools. The colonial government started making nominal contributions to education in 1904. In 1935 the Education Department was established by the Protectorate administration. In general, development of education was very slow. Up until 1940 there were no post-primary institutions. Schools were found only in the major villages. These schools were under-resourced and the quality of education was poor.

After independence in 1966, Botswana experienced rapid development in the education sector. In 1967 there were 252 primary schools enrolling just over 70,000 pupils. In the following 30 years the number of schools almost tripled, to 718 primary schools in 1997 with a total enrolment of over 320,000. The Net Enrolment Ratio, which stood at 54 per cent in 1976, increased to 94 per cent in 1997. Expansion at secondary was even steeper: there were 9 secondary schools with 1,027 students at independence, and in 1997 there were 230 secondary schools with 109,663 students.

The structure of the education system is as follows: the primary cycle (seven years) and the junior secondary cycle (three years) make up the period of Basic Education. After basic education, students have the choice between senior secondary (two years), followed by higher education, or three-year vocational training. The age for enrolment into the first year of primary, Standard 1, is six years. A special dispensation is made for children in the more remote parts of the country to start school a little later. The reason for this is that in these parts a school might be a long way from home and only older pupils would be able to walk this distance.

Responsibility for primary education is shared between the Ministry of Local Government, Lands and Housing (MLGL&H) and the Ministry of Education. The MLGL&H, through the local authorities, is responsible for providing physical infrastructure and school supplies such as textbooks, stationery, furniture and equipment, other materials and school meals. The Ministry of Education provides the professional inputs such as teachers, supervision and support, curriculum and examinations. The Inter-ministerial Committee on Primary Education, co-chaired by the Permanent Secretaries of the two Ministries ensures co-ordination of activities in primary education.

At primary-school level there is an acute shortage of classrooms. Many classes are taught outside, under a tree or wherever shade can be found. In such cases, and as long as it does not rain, a 'shift' system operates, with one class being inside for one week and outside for the following week. One of the worst cases was a primary school visited recently in Maun, the gateway to the Okavango Delta. At this school there were 31 classes and only 10 classrooms. At this school all Standard 2 pupils are taught outside throughout the year. When it rains there are no lessons for classes without a room.

Prior to the 1994 Revised National Policy on Education (RNPE) primary-school teachers were trained at Certificate level. Minimum entry into teacher training was a pass at junior secondary level. Pre-service teacher training has undergone qualitative improvement; trainee teachers are now recruited from senior secondary graduates and are trained up to Diploma level. The output of qualified teachers has also increased.

In-service training has been strengthened to take place regularly at school, regional and national levels. Eleven education centres have been strategically located across the country to support in-service initiatives and to act as resource centres for teachers.

Child-centred learning was adopted in the early 1980s as the pedagogical approach that can best enhance the quality of learning. Programmes were developed that have the child at the centre of learning. An example of these is the 'Breakthrough to Setswana', a novel approach to language teaching, which relies strongly on the use of the national language.

The Botswana Teacher Competency Instrument (BTCI) was also developed to help supervisory staff (education officers and headteachers) improve their supervision and support in order to help

teachers move away from teacher-centred, knowledge-based learning to that which is child-centred.

Financing education in Botswana

Government has always attached great importance to the development of educational opportunities. A demonstration of this is that in the past 20 years education has consistently received 19 per cent to 25 per cent of the recurrent budget. In the financial year 1996-1997 education's share was 22.6 per cent of the recurrent budget.

The evolution of development expenditure in education over the last 20 years has reflected a shift in priorities. Access to primary education was a priority after 1976 as government strove for universal access to primary education. Once this was achieved, emphasis shifted to universal access to junior secondary education. Expenditure during NDP 7 (1991-1997) was consistent with this trend: education was allocated US$250,000,000 (at 1991 prices) of the development budget. The share for primary education was 18 per cent, while secondary education received the largest share at 39 per cent. For NDP 8 (1997-2003) government will spend about US$627 million (at 1997 prices) of the development budget on education. This will constitute 19.7 per cent of the entire development budget. The greatest beneficiaries of this allocation are secondary education (32 per cent), vocational education and training (23 per cent) and primary education (21 per cent). During NDP 8 priorities are to maintain 100 per cent access to Basic Education (primary and junior secondary education), increase transition to senior secondary education from the present 30 per cent to 50 per cent, and increase access to vocational education and training. The improvement of facilities in primary schools has also assumed priority.

I. GENERAL OVERVIEW OF SUPERVISION AND SUPPORT STRUCTURES

1. Historical background of supervision and support

At independence in 1966 there was a small cadre of school inspectors whose responsibilities covered both primary and secondary schools. Their emphasis was more on fault finding than guiding and supporting teachers in their work.

The 1970s witnessed the emergence of a new generation of subject advisers/inspectors whose role was to provide in-service training, guidance to teachers and support in curriculum development. Inspection played an important but minor role in their work. The title Inspector was replaced by Education Officer (EO) to reflect the new roles.

Once this new corps of education officers became established, the primary and secondary-education levels were separated into Department of Primary Education and Teacher Training and Department of Secondary Education, in the mid-1970s.

In the case of primary education, officers were decentralized to local level. Each officer was responsible for a cluster of schools in a given Inspectorial Area. A Regional Education Officer (REO) supervised a group of education officers. This arrangement brought supervision and support closer to the schools.

The education officers in the case of secondary education became subject specialists, with their responsibilities including syllabus revision, production of instructional materials, prescription of textbooks and equipment, setting of examinations, inauguration and

chairing of subject panels. The primary-school officers carried out similar duties for their level.

The rapid expansion of secondary education from the mid-1980s had two structural implications. On the one hand, there was an attempt to decentralize supervision through the creation of regional offices. However, this attempt has not been fully successful, because this move was not accompanied by a significant increase in the number of officers. On the other hand, the workload of individual subject specialists increased and it became difficult for them to cope with the many tasks that had grown around each subject. This complexity of functions carried out by the subject specialists called for a variety of expertise that could not realistically be found in one person. The need arose to devolve some of the responsibilities and functions to other persons or departments with expertise in those areas.

When the Department of Curriculum Development and Evaluation (CD&E) was established in 1978, the curriculum-related functions transferred to this new department. Later on, in 1989, the Department of Primary and Teacher Training was separated into two: the Department of Primary Education and the Department of Teacher Training, since 1992 called the Department of Teacher Training and Development. The responsibility for pre-service and in-service training was transferred to this Department.

The Revised National Policy on Education (RNPE) of 1994 has mandated that a Department of Inspection be established whose purpose would be quality assurance in the education system. This department would cover inspection at all levels – primary, secondary, vocational education and training and teacher training. This new Department of Inspection was, at the time of writing, still to be established. It is envisaged that it will be staffed mainly by officers from the Departments of Primary and Secondary Education.

2. The overall structure of supervision and support

At central level, supervision and support of teachers is provided by three departments, namely the Departments of Primary Education and of Secondary Education in charge of supervision and the Department of Teacher Training and Development, in charge of support. Each Department has its own structure, reflecting in part its historical development.

Department of Primary Education

At central level, the Department is headed by the Director of Primary Education and consists of various sections. The next level of supervision is that of the Regional Education Offices. There are six regions in the country, each consisting of four or more Inspectorial Areas. The REO is overall responsible for all primary education matters in the region. He/She also liaises with the Department of Teaching Service Management (TSM) for the deployment of teachers between regions.

Supervision and support at local level is provided by a Senior Education Officer (SEO), in charge of an inspectorial area. In all there are 37 Inspectorial Areas in the country. The SEOs conduct inspection, pastoral visits as well as some in-service training. Another important function of SEOs is liaison with District/Town Councils on matters pertaining to infrastructure and supplies. They also recommend to the regional education officers (REO) the deployment of teachers within their Inspectorial Area.

Department of Secondary Education

At secondary level, all officers act as subject advisers and this explains to a large extent why the decentralization policy has been implemented with less success than at primary level. Until 1990, all

secondary-school supervisors worked in the Ministry Headquarters. Decentralization in order to provide more effective service and supervision became an affirmed goal of the Ministry at the end of the 1980s.

Attempts at decentralization started in 1990 with the establishment of three regional offices. Today there are five such offices, headed by a regional education officer. In principle, each office should have a full set of subject specialists, but this is by far not the case. Currently there are 31 inspectors or senior education officers in the Department. Twenty-one are based at headquarters and only 11 in the regions. The number at Department headquarters amounts to two officers per core subject (Setswana, English, science, social sciences, mathematics, agriculture) and one for each optional subject (design and technology, home economics, art, computer studies, commercial studies, etc.). Senior education officers at both headquarters and regional office are involved more with inspection and less with providing support in the form of advisory visits.

That practical progress in this direction has been extremely slow is due to lack of posts and 'manpower ceilings'. The result is that senior education officers in the regions are too few to form effective inspection teams and are more often than not called upon to join in inspections organized from headquarters.

Department of Teacher Training and Development

The establishment of the Department of Teacher Training and Development in 1989 was an important development in providing support for teachers. Within this Department there is the In-Service Training Unit. Initially there were two teams of In-Service Officers, one primary and another for secondary. The two services are now being unified.

The in-service education officers are based at 11 Education Centres throughout the country. These officers conduct needs assessment of schools in the area and then plan and conduct in-service training on the basis of the assessed needs.

The RNPE has introduced many innovations in terms of new content and new methodologies. It falls on the in-service education officers to provide the training required for the teachers to cope with the new changes.

3. Official functions of the different services

Department of Primary Education

The main supervisory actor is the senior education officer (SEO) in charge of an inspectorial area. The main functions of the inspectorate fall into the following categories:

(a) Professional function

The SEOs conduct inspection of schools in their areas. They give teachers advice on instructional matters based on the gaps observed during lesson observations. Training needs are also identified during the inspection and school-based staff development arranged. Heads' leadership capacity is assessed and supported in the same way.

(b) Administrative function

There are also important administrative functions performed by the SEOs. These relate mainly to personnel management - maintenance of teachers' records, transfers, engagement of untrained teachers, deployment of teachers, recommendations for promotion and disciplinary action.

(c) Liaison function

The SEOs represent the Ministry of Education in meetings of local authorities such as Full District/Town Council meetings, various committees of the local authorities, e.g. District Development Committee, Education Committee, Planning Committee. At these meetings they advise on matters of infrastructure, school supplies and education policy.

Department of Secondary Education

The overall duties and responsibilities of the secondary-school department as defined in the Scheme of Service are:

- improving the quality and productivity of the secondary-education personnel;
- maintaining and continuously raising the standards of academic performance;
- promoting professionalism among teachers and education officers;
- ensuring that curricula are adequately followed;
- implementing and maintaining the approved national policies on secondary education;
- evaluating the impact and relevance of policy;
- administering the relevant provisions of the Education Act and other regulations pertaining to secondary education.

The main activity through which to attain these objectives is through school visits. In addition to school inspection, senior education officers also carry out a number of other functions, which include:

- co-ordination of subject-specific activities such as curriculum implementation and promotion of activities such as fairs, exhibitions and associations;

- provision of in-service courses;
- deployment and management of teachers in their respective subjects;
- preparation and marking of examination papers.

To fulfil its tasks, the Department is divided into:

(i) Inspectorate and Field Services Section;
(ii) Management and Training Section;
(iii) Finance Audit Section.

The function of the Inspectorate and Field Services Section is more inclined towards supervision and control, while the Management and Training Section plays a supportive role in order to develop and support school heads, deputies and senior teachers. This is a newly created section which will continue the work begun by the Secondary School Management Project which was concluded in December 1996. The Finance Audit Section consists of a small team of auditors which exercises control over school finances by monitoring books of accounts and presiding over the hand-over exercise that takes places at the departure or transfer of a school head.

The auditors and inspectors do at times carry out joint inspections of schools, although more often than not they operate independently. The importance of including finance in the whole school inspection is recognized; however, the small number of auditors currently makes it impossible to put this into practice.

Department of Teacher Training and Development

The main responsibility of this Department is to offer support and advice to schools and teachers. While in-service education officers for both primary and secondary schools complement each other, a distinction can be made. At secondary level, they are subject

specialists. Their principal duty is to monitor and seek ways of improving standards of teaching and departmental administration within their specific subject areas. Where primary schools are concerned, officers work mainly in three areas:

(i) *Breakthrough to Setswana*: a project supporting teaching methods for early literacy in the primary schools,
(ii) *Media*: offering support to schools in information technology, development of teaching aids and media-related activities;
(iii) *Curriculum*: all in-service education officers support curriculum implementation and management development training.

4. Relations with other pedagogical services

Officers in both the Department of Primary Education and that of Secondary Education have some say in the delivery of related pedagogical services, such as curriculum development and examinations. Their involvement can be through formal structures or through more informal contacts.

At primary level, and as far as teacher training is concerned, officers participate in advisory committees of colleges of education which periodically review the colleges' curriculum, and in working committees for the co-ordination of teaching practice. More informally, they identify teachers' training needs and communicate them to TT&D.

Officers also participate in subject panels responsible for the development of syllabus design, textbooks and teacher guides. In addition, they are involved in item writing, pre-testing and supervision of the conduct of examinations.

Secondary-education officers, because they were at some time solely responsible for all aspects of their subjects, have continued to have even closer links with the departments that have assumed some of these functions.

They sit, together with, for example, in-service officers and teacher trainers, on Curriculum Panels co-ordinated by the Curriculum Development Unit. In this capacity, they are heavily involved in the development of syllabi, instructional materials, the selection of textbooks and the implementation of new curricula.

They continue to play a role in in-service training: they are often called upon to resource workshops organized by either the CD&E or TT&D and, in addition, they also run their own workshops. This occurs particularly in subjects without in-service officers.

Despite the devolution of the function of examination to another department, SEOs continue in the role of Chief Examiner in their respective subjects and are responsible for the co-ordination of setting and marking of examination papers.

With the ever increasing number of schools and pressure from within the Ministry of Education and from the public in general for more inspections, SEOs have found the duties they carry out on behalf of other departments to be an added burden which limits their capacity to supervise schools more effectively.

In-service training has become the main responsibility of the Department of Teacher Training and Development. Its staff link with CD&E officers, ERTD officers, teacher-training colleges, University of Botswana's Faculty of Education, Departments of primary and secondary.

At regional level, in-service committees have been set up, made up of people from government and NGOs, with representation of teachers, headteachers and members of the Primary and Secondary Inspectorate.

5. Classical supervision and support services within a broader perspective: school-site support and supervision

The Botswana Ministry of Education has recently embarked on different initiatives to strengthen supervision and support at school level, in response to international and national findings which advocate that change should start at that level.

More authority is being given to the school head and senior staff. The revised national Policy on Education identifies as one of its aims (Recommendation 105) the empowerment of primary-school heads to enable them to function better as instructional leaders. It reads:

(a) the Head as instructional leader, together with the deputy and senior teachers, should take major responsibility for in-service training of the teachers within their schools, through regular observation of teachers and organization of workshops, to foster communication between teachers on professional matters and to address weaknesses;

(b) the Education Officers' visits to schools should supplement the school-based in-service training and should be geared more towards a general 'performance audit' of the school as well as management training of heads.

In order to strengthen the management and instructional leadership capacity at secondary-school level, the Secondary School Management Development Project (SSMDP) was conceived. It

targeted school heads, deputies and senior teachers for training in management, staff development and instructional leadership. The project ran from 1993 to 1996, supported by the British ODA. Sustainability was built in by involving and training citizen counterparts to work along the British technical advisers. Several structures, among them regional SMAs, school clusters, regional libraries, local resource persons, and regional strategic planning committees were also put into place. A similar project for primary-school headteachers was launched in October 1997 and its implementation took off mid-1998.

Secondary schools are now expected to do their own school development planning. In this regard, groups of schools have nominated a teacher to be a Staff Development Co-ordinator, linked directly with in-service education officers. They work with groups of neighbouring schools and have as main tasks to identify staff development (training) needs and to organize relevant programmes. Most secondary schools have a small budget for such programmes. Additional support for schools takes various forms:

- through whole school staff development planning, organized by the In-service Department;
- through school based support;
- through school clusters;
- at Education Centres where teachers can work on their own often with their pupils.

The success of School Development Planning differs from one region to the other. Regions with a good number of secondary schools generally have strong staff development committees. The whole process of school and staff development planning is still to be instilled across primary schools.

Communities play a relatively minor role in primary schools, where they are represented through the traditional parent-teacher associations. Their importance is greater at junior secondary level, especially in the Community Junior Secondary Schools through locally elected Boards of Governors (BOG). When these schools were established in the mid-1980s, boards of governors were introduced to help in their management. The concept was to establish a partnership between government and communities in an attempt at democratizing education. The members of the BOG are elected at a meeting by members of the public to represent the interests of the community in the management of the school. They are important in ensuring that pupils receive the education that is their right. So, BOGs are an important supervision structure in the community schools.

II. THE MANAGEMENT OF SUPERVISION SERVICES: BASIC FACTS AND CRITICAL ISSUES

1. Basic facts

Tables 1 and 2 show the distribution of schools by region, and, for primary education, by inspectorial area. In principle, a primary inspector is in charge of about 20 schools, with some variation in function of their size and location. Not all posts are filled at the moment. At secondary level, the arrangement is different. Officers are responsible for certain subjects, either within the regional office where they are posted or at central level. There are at the time of writing a total of 31 secondary inspectors, only 11 of whom are posted in the regional offices. On average, taking into account only the posts actually filled, there were in 1997-1998 about 20 schools and 335 teachers per primary inspector and about 8 schools and 200 teachers per secondary inspector (this last comparison is misleading as inspectors, as mentioned above, are responsible for subjects rather than schools). There are 67 officers in the TT&D Department, which are responsible on average for 14 schools and 260 teachers.

Table 1. Distribution of primary schools by region

Region	Number of inspectorial areas	Number of schools	Average number of schools per inspectorial area
North	4	69	17
Central North	5	111	22
Central South	7	131	19
South Central	10	180	18
South	7	149	21
West	4	78	20
Total	37	718	19

Table 2. Distribution of secondary schools by region

Region	Number of government SSS	Number of government-aided SSS[1]	Number of CJSSs	Total
North	5	1	41	47
North West	2	1	26	29
North Central	6	0	45	51
South Central	6	1	49	56
South	4	1	42	47
Total	23	4	203	230

Tables 3 to *11* offer a profile of the three types of officers – primary, secondary and in-service. For each group, data are given on age, length of service and qualifications. As far as age is concerned, about half of primary SEOs are over 45, this is the case for only about a quarter of secondary SEOs and in-service education officers. There is a clear relationship with length of service in their present post. In-service education officers – a post created rather recently – have all less than 10 years' experience. This is the case for 25 out of 35 primary SEOs and 25 out of 28 secondary SEOs. Primary SEOs have less academic qualifications than their colleagues, who for the greatest part have either a bachelors' or a master's degree.

Table 3. Distribution of primary SEOs by age

Age range	Male	Female	Total
35-40	4	2	6
41-45	5 (1)	6	(1) 11
46-50	4	2	6
51-55	5 (1)	2 (1)	(2) 7
56+	3 (3)	2	(3) 5
Total	**21 (5)**	**14 (1)**	**(6) 35**

REO in brackets

1 Government-aided Senior Secondary Schools are Mission Schools fully funded by government.

Table 4. Distribution of primary SEOs by length of service

Length of service	Male	Female	Total
0-5	8	7	15
6-10	7	3	10
11-15	3	3	6
16-20	1	3	4
Total	**19**	**16**	**35**

Table 5. Distribution of primary SEOs by qualifications

	Male	Female	Total
Certificate	1	1	2
Diploma	9	1	10
Bachelor's Degree	10	9	19
Master's Degree	1	3	4
Total	**21**	**14**	**35**

Table 6. Distribution of secondary SEOs by age

Age range	Male	Female	Total
31-35	2	0	2
36-40	5	6	11
41-45	(1) 5	3	7 (1)
46-50	(2) 4	2 (1)	6 (3)
51-55	1	0	1
Total	**17**	**11**	**28**

REO in brackets

Table 7. Distribution of secondary SEOs by length of service

Length of service	Male	Female	Total
0-5	7	10	17
6-10	8	0	8
11-15	2	1	3
Total	**17**	**11**	**28**

Table 8. Distribution of secondary SEOs by qualifications

Qualifications	Male	Female	Total
Diploma	1	1	2
Bachelor's	7	6	13
Master's	9	4	13
Total	**12**	**11**	**28**

Table 9. Distribution of in-service education officers by age

Age range	Male	Female	Total
31-35	7	7	14
36-40	13	19	32
41-45	2	5	7
46-50	1	4	5
51-55	2	3	5
56 +	2	2	4
Total	**27**	**40**	**67**

Table 10. Distribution of in-service education officers by length of service

Length of service	Male	Female	Total
0-5	17	14	31
6-10	10	23	33
11+	-	3	3
Total	**27**	**40**	**67**

Table 11. Distribution of in-service education officers by qualification

Age range	Male	Female	Total
Certificate	1	9	10
Diploma	1	3	5
Bachelor's	15	11	26
Master's	9	17	26
Total	**27**	**40**	**67**

2. Critical management issues

(a) Recruitment

Recruitment for the public service including the Ministry of Education is done through the Directorate of Public Service and Management. In the past it was often the practice for the Ministry of Education to identify competent teachers or school administrators and directly to transfer them into its various supervisory departments. Officers appointed to In-Service Teacher Support functions were selected on the basis of the recommendations of the immediate supervisors. Competent subject teaching (for secondary) or being an effective teacher (for primary) were considered more important than their potential as trainers. Nowadays, for both supervision and in-service officers, a system of open advertisement and oral interview prior to selection pertains.

Primary-school supervisors are recruited from the primary schools. Candidates should have been successful primary-school heads for a period of not less than three years. The age profile of the primary SEOs illustrates their long experience. Prospective candidates should have at least a Diploma in education.

At secondary level, the officers are recruited from among senior teachers, deputies or school heads in secondary schools. Applicants are required to have a junior degree and teaching qualification, a minimum of eight years' teaching experience and should have held a position of responsibility within the school. Recruitment of SEOs is often very slow and attracts only applicants from the ranks of senior teacher. Heads and deputies are not attracted to the post because they already operate at equivalent or higher salary scales than the senior education officer. Once senior education officers are recruited from among senior teachers, they are often disparaged by heads who regard them as their juniors who have no practical experience in running a school. At present, even senior teachers do not necessarily show interest in these posts. The reason for this is that conditions of service for teachers have improved and opportunities for progression in teaching are better than in the SEO cadre. It is, therefore, no longer attractive for teachers to join the SEO cadre. Recently, 14 posts of SEO have been advertised to fill positions in the regions. The response has been limited and has not attracted candidates of the calibre required.

The in-service cadre is attractive to officers because the job affords them ongoing professional training through interacting with various groups of teachers and other stakeholders in education. Problems of recruitment are nevertheless encountered because the Teaching Service Management, from where candidates come, offers to a certain extent better salaries and promotional aspects compared to the Public Service posts, to which they are appointed.

The staff interviewed as part of the case study in the Southern part of the Central district, on which Part III will report in detail, expressed their satisfaction with the recruitment procedure: the inspectors saw an advertisement, applied, were interviewed and offered the post, while the in-service officer was selected on the basis of exemplary classroom practice. Their main suggestion concerns the need to recruit better-qualified individuals.

(b) Career development

The teachers in primary, secondary and teacher-training institutions are employed by the Directorate of Teaching Service Management (TSM), a Department of the Ministry of Education. Education officers in the different departments are employed by the Directorate of Public Service Management (DPSM). The two groups are employed and governed by two separate statutory instruments. One advantage that public officers however enjoy is that of movement from TSM to DPSM and vice versa without any loss of service years.

But this cannot help the fact that officers in all three departments have relatively few promotion possibilities. The career structure of each department of the Ministry of Education is contained in a Scheme of Service which outlines progression from education officer to director (head of department). As one climbs the career ladder, posts – and promotion possibilities – become fewer. The Department of Primary Education, for instance, is characterized by a pyramidal structure:

Director	E2
Chief Education Officer	D1
Principal Education Officer I	D2
Principal Education Officer II	D3
Senior Education Officer	D4
Head Teacher (Primary)	C1

Promotion possibilities within the Department of Secondary Education have hitherto been even more limited since regional education officers were usually drawn from the ranks of heads of large senior schools and not from within the Department. A small number of senior education officers have therefore sought promotion by applying for positions outside the Department. In pursuance of its policy of decentralization, the Department now plans to re-deploy some senior education officers to the regions and retain a few as principal education officers at headquarters to co-ordinate the subject activities at national level. To this end, six senior education officers have been promoted to principal education officer level.

In theory dismissal rules exist but in practice these have proved difficult to enforce, because of the existence of grievance procedures, which appear to render dismissal rules ineffective. A public officer can spend any length of time being unproductive and yet no dismissal is executed. Much as this sustains the country's cordial industrial relations, it often works against productivity, which is the government's corporate strategy for improving the public service.

(c) Training

Training for the inspectors both at primary and secondary level is limited and unco-ordinated. Officers in the In-service cadre can count on a better organized and more diversified programme.

There is no specific training plan for the officers in the Department of Primary Education. However, of late some induction has been conducted for new recruits, but it is rather ad hoc. The inspectors interviewed in the case study, had all received a one to two-weeks' induction, but called for a longer period, including capacity building in areas such as management, handling cases of misconduct, confidence-building and inspection procedures. In a similar way, in-

service training lacks organization. Occasionally some inspectors participate in a two-weeks' training course at the Institute of Development and Management, others are sent to the UK for a three-months' course on inspection, but on the whole all feel the need for more such training. *Table 12* shows that about two-thirds of primary inspectors have received no in-service training whatsoever.

Table 12. In-service training of primary SEOs

	Male	Female	Total
No training whatsoever	15	9	24
2 Weeks IDM	4	2	6
3 Months UK	2	3	5
Total	21	14	35

At secondary level, an informal induction usually takes place and consists of the following aspects:

- a short attachment at headquarters (whenever possible);
- briefing and distribution of inspection guidelines and checklists by the Principal Education Officer II (academic);
- attachment to a mentor for the first few inspections.

Officers are nominated from time to time for various in-service training courses, including on educational management, computers, HIV awareness and counselling. No formal training programmes exist specifically for supervision and inspection, although an annual evaluation and planning workshop for all inspectors usually provides a forum for presentation of professional papers and discussion. Senior education officers themselves express the need for more formal training programmes in the area of school supervision and inspection. The supervisors interviewed in the Central region added some details. They felt that such training should focus on innovations

that have recently been introduced into the schools, on teacher management issues which have recently been decentralized and on financial management. They were also candidates for more specific supervision-related training, including on school visits and report writing.

In-service education officers and staff development co-ordinators receive ongoing professional support. Training programmes range from short to long-term training and cover the following areas:

- Using computers in education;
- Production of visual aids;
- Reprographics in education;
- Resource-materials development;
- Curriculum-based training;
- Leadership, management and supervisory skills development training;
- Training in emerging issues, e.g. HIV/AIDS, Population and Sustainable Development, Environmental Education.

In addition, the CD&E and ERTD provide training to the same officers so that they, in turn, can support schools in introducing curriculum changes.

Newly recruited in-service education officers go through an intensive induction training programme which includes attachment to other departments of the Ministry of Education. An Induction Training Manual has also been produced by serving officers.

From time to time, the three groups of officers – from primary, secondary and in-service – receive training together, at times with staff from the University of Botswana. This is particularly so in the new topical areas of Environmental education, Population and Sustainable development, to mention a few.

(d) Support for supervisors

The support available to supervisors takes two forms. On the one hand, some guidelines and checklists for the conduct of inspections are kept on computer and are made available to inspection teams when needed. Secondly, the annual planning meeting referred to earlier provides a forum to ensure co-ordination and consistency in the operation of the inspectorate. There is no professional organization for supervisors within the Ministry of Education: generally speaking, the Botswana Public Service is not characterized by the existence of either formal unions or informal associations. However, the need for a professional forum, where officers from various departments could share ideas, has been voiced by some officers.

(e) Monitoring and evaluation

Recently principal education officers have been appointed both in the Department of Primary and Secondary Education in order to provide direction and leadership for the inspectorate cadre. They now monitor the work of the Inspectorate.

The evaluation and supervision of the officers follows the normal hierarchical procedures: e.g. heads of schools are supervised by senior education officers, who, in turn, are supervised by regional education officers. The supervisors release a monthly itinerary for approval by their REOs. Emphasis is on school inspection and close monitoring for the maintenance of standards in schools. The supervisors in the case study indicated that the REOs appraisal of their work is based on the number of schools inspected, the quality of reports produced and other noteworthy contributions, such as their handling of misconduct cases and the support they give to schools to obtain materials. Officers are appraised through a system of Confidential Reports which is used in the whole of the public service. No special code of ethics exists other than the Public Service Code.

The in-service officers are assessed on the basis of a number of targets and performance indicators. However, because of the often heavy workload these targets are frequently not met. They are monitored at two levels: by an immediate Supervisor who is based at the duty station and by the co-ordinator at the Departmental Headquarters based in Gaborone. In-service officers prepare and submit activity reports at the end of every school term. Generally, reports cover the following aspects: officers' target set, performance indicators, and an appraisal of activities.

3. Budgetary and financial matters and working conditions

Budget and financial matters

It is rather difficult to identify, within the education budget, the precise amount of spending on supervision and support services. Budgets are distributed among departments and offices, which have supervision as only one of their tasks. It is very difficult to know if a budget line, such as 'transport and subsistence', was used for school visits or for other purposes.

Supervisors' salaries are comparable with those of other public servants of the same level. As they get promoted, only their post is considered, not their educational attainment (e.g. Diploma, Degree). The career ladder of inspectors, heads and deputy heads is as follows, from the highest to the lowest post:

Principal Education Officer I	D2
Head SSS	D2
Principal Education Officer II	D3
Deputy Head SSS	D3
Head CJSS	D3
Senior Education Officer	D4
Duty Head CJSS	D4
Education Officer	C1

The salary of a regional education officer (Primary) is equivalent to that of a deputy head of a secondary school and a salary scale lower than that of a regional education officer (Secondary). A senior education officer can earn less than the head or the deputy head of a senior secondary school. As alluded to earlier, this promotes the perception of inspectors as officers, junior to school heads and with little impact on their functioning.

All the inspectors who were interviewed, with the exception of the REO, complained about their salaries, which they thought poor, especially in comparison with officers in other ministries and with colleagues in, for example, the colleges of education and secondary schools. They noted the difference between primary and secondary-school inspectors: the former are consistently paid more than the staff they supervise, while the same is not always true for the latter. All finally indicated that they are paid on time.

Travel and accommodation costs incurred by senior education officers in the course of normal duty are met by the Department. The norm is to travel in government vehicles, however when officers are required to use their private vehicles they may claim 'mileage' for the journey. This amounts to P1.51 and P0.93 per kilometre on gravel and tar road respectively. Accommodation costs are usually met through a travel advance, made available to the officer and called 'imprest'. A subsistence allowance of P75 per night may also be claimed when officers are not accommodated in hotels. Officers in the Central region did not fully agree on the issue of allowances: some considered them too poor, others sufficient or good. This might be linked to officers' location: those based far from the regional office had difficulties in transmitting travel claims. In the same region, all primary inspectors have their own travel budget, however the cry is invariably that this allocation is too little, as shown by this response:

"The office has run short of funds several times. One has to limit trips to avoid over-expenditure. I also experience serious restrictions."

Working conditions

At headquarters, office accommodation in a modern new Ministry of Education building is adequate. Some offices are rather small for various subject officers who keep large amounts of teaching material. Almost all supervisors are housed by government through the 'Housing Pool System'.

Regional offices, on the other hand, do face acute problems in securing both office space and living accommodation for their officers. Senior education officers and regional education officers normally depend for accommodation on Rural Administration Centres (RAC) controlled by the local authority. Quite often they would be thought of last. Where there are no RACs, private accommodation can be rented. In the case study, half the supervisors had been provided with accommodation, while the rest rented privately. The majority of officers live within 5 kilometres of their workplace, while two lived 20 and 30 kilometres away, respectively, and take 20 to 40 minutes to reach their offices. The Ministry of Education does not own any office buildings in the regions. Primary offices in the regions very often do not have sufficient facilities such as computers, photocopiers and proper office furniture. Generally, secondary education and in-service officers are better provided in terms of computers and other office equipment.

The situation in the southern part of the Central region was as follows: while all inspectors indicated that they had their own office, none of them was happy with its state. Their offices had the basic materials: all had typewriters, filing cabinets and a telephone, either

in satisfactory or excellent condition. None, however, had a computer or a stationery cupboard and only one inspector had a photocopier. There is great disparity in the provision of support staff: one inspector has six staff, another two have five, the REO has two and one inspector has only one. Their situation seems to be better than in other regions or at central level, where at times no specific service staff are allocated for the Inspectorate and most officers have, of necessity, learned to type up their own reports.

Transport

Transport at headquarters is generally provided though requisition of vehicles from the Central Transport Organization (CTO), a process which is fraught with administrative delays. Most of the primary senior education officers have their own office transport. However, those in the regional offices also depend on scarce CTO pool vehicles. In the case of secondary education, the regional education officer has official transport and SMAs also have their own transport, making school visits easier. The SEOs do not have transport and again have to rely on pool vehicles from the CTO.

As far as the situation in the southern part of the Central region is concerned, three of the six officers have their own vehicle, which, they complain, are in a poor condition. The in-service officer has no transport and relies on the inspectors. Another inspector depends on loans from the Central Transport Organization. "When transport is not available, work comes to a standstill", lamented this inspector. The REO also depends on loans from the CTO which are not always guaranteed.

On the whole, most of the inspectors in this area are rather unsatisfied, while one was totally unsatisfied, with their working conditions. Reasons for the dissatisfaction were listed as follows:

- lack of supplies and resources such as photocopiers, duplicators, computers;
- lack of space;
- lack of support staff.

One inspector expresses these frustrations as follows: "With no typist I often engage temporary assistance for which some money is made available at least. With regard to the crowded office, you find teachers waiting in the passage which is also used by other departments and the public. The unsatisfactory condition of the typewriter delays production of reports. Presently it has broken down and typing has stopped. And, how can a field officer operate effectively without a vehicle for the station?"

III. ACTUAL OPERATION – REPORT OF A CASE STUDY ON THE SOUTHERN PART OF THE CENTRAL REGION

Introduction: background, sample and methods of survey

This case study was conducted in the southern part of the Central region. The regional headquarters is located in Serowe, which is the base of the primary school regional education officer (REO), the secondary-school REO and the In-service Centre. Serowe, a peri-urban centre, is also the administrative headquarters of the Central District, the largest District in the country.

For purposes of the study 10 schools were selected by random sampling from a computer database, with only one adjustment being made to avoid including two rural schools from the same neighbourhood. To cover the whole of basic education (primary and junior-secondary levels), five primary schools and five junior community secondary schools (JCSSs) were selected.

The schools represent a variety of settings, rural, semi-urban and urban, and with distances ranging between 116 kilometres to 3 kilometres from the inspector's and in-service office. All schools were either along the main tarred road connecting to Serowe, the regional centre, or were within 30 kilometres from this road. This meant the schools were within easy access to the regional centre and to the inspector and in-service offices responsible for them.

Data were gathered from six officers working in this area: the REO, one In-service Officer and four inspectors. The inspectors came from the following villages: two from Serowe, one from Palapye (which is 45 kilometre from Serowe, the regional centre) and one

from Mahalapye (which is 110 kilometre from the regional centre).[2] There are no secondary-school inspectors in this area, only the REO.

A questionnaire was administered to these six officers. This was followed by a general discussion to try and get the full flavour of conditions of work and to assess the feelings of the officers about their work and conditions under which they operate. A questionnaire was administered to five primary-school headteachers and two junior secondary-school heads. The other junior secondary heads were not available, either attending a regional heads' workshop or otherwise engaged. Finally, focus group discussions were held with all teachers in all the sampled schools.

Two of the six officers (including the REO) are men. One of the officers is between 30 and 39 years of age, two are in their forties and three in their fifties. One has more than 20 years' experience, three between 10 and 19 and two less than ten. The REO and the four inspectors have had some experience as a headteacher. One has a Diploma, four a B. Ed and one a Master's.

1. Planning and workload

All inspectors indicated that schools are allocated based on a geographical area; at the same time there is an attempt to rationalize the number of schools per inspector. Two inspectors have more than 20 schools to supervise, two others only between 10 and 19. The number of teachers is for all four between 300 and 350. The REO and the in-service officer are, in principle, responsible for all 131 schools and all the teachers in the area.

2. One inspector from Palapye was on compassionate leave due to the death of her husband. She is, therefore, not included in the following statistics.

Primary-school inspectors are required to inspect 12 schools per year, but the number of teachers varies according to the size of the school. The in-service officer did not specify her requirement. All inspectors indicated that normally they are able to meet these requirements, as far as school visits are concerned, but that they can supervise only about two-thirds of their teachers. The reasons for failure to do more include:

- disruption of schedules by national activities such as elections and visit by the President, Ministers, etc.;
- long distances between schools in the sparsely populated country;
- conflict between school visits and administrative duties;
- vacant inspector positions; one inspector had to look after a second inspectorial area, including carrying out teacher-management duties;
- in large schools they are unable to see all teachers.

The six officers were asked, firstly, to identify the tasks that take up most of their time; secondly, to list those tasks they consider least important; and, thirdly, to give an approximate time-budget. The tasks that take up most time were outlined as follows, in decreasing order:

For the REO:

- review and action on inspection reports
- monitoring inspectors' activities
- consultation/advisory meetings with other stakeholders such as local authorities.

For the inspectors:

- attending to office administration and teacher-management issues;
- inspecting schools and writing reports;
- meetings, seminars, conferences.

For the in-service officer:

- conducting workshops;
- monitoring and follow-up activities;
- working with individual teachers.

All the supervisors also indicated that they consider the tasks listed above as the ones they should be performing, although not necessarily in this order of importance. Some of the less useful tasks were:

- attending meetings outside the Department, e.g. drought relief, District Development Committee;
- being transport officer;
- attending workshops and conferences;
- officiating at Parents' Days.

Table 13 reflects the answers given by the supervisors on the question: how much time is spent on each of their tasks?

Table 13. Average percentage of time devoted by supervisors to various tasks

Activity	Inspection	In-service
School visits	20	30
Report Writing	8	15
Office work	42	-
Attending meetings	10	5
Investigating discipline cases	12	-
Teachers' social problems	5	-
Conducting in-service training	3	50
Total	100	100

Supervisors moreover indicated that, on average, they spend 62 per cent on what they consider administrative issues and 38 per cent on pedagogic tasks.

2. School visits

(a) The views of the supervisors

Planning and preparation

All inspectors have annual plans and monthly itineraries prepared by themselves and approved by the REO. In selecting schools for visits, those with problems are given first priority and others are systematically visited based on periodicity. Generally, plans are followed faithfully but they may be disrupted by activities such as elections, by visits of senior government officials, by the need to attend to teachers' personal problems, and by unplanned meetings, workshops and conferences.

In planning their visits, the information on schools available to the officers plays a big role. Although at present they do not have a computerized database, each one has detailed information about each of their schools. This information covers its name, when it was established, the enrolment each term, how many pupils transferred in and out each term, the numbers and names of teachers, how long each teacher has been at the school, when it was last visited or inspected, etc.

Supervisors indicated that they prepare for visits by:

- informing the school;
- checking the report of the last visit;
- setting out the objectives of the visit or identifying the precise reason;

- collating various materials needed (checklists, instruments);
- finding policy documents needed for the visit, depending on the objectives (Code of Regulations, syllabuses, teachers' timetable);
- practical preparations: luggage, food, accommodation.

The in-service officer identifies, in addition, the specific needs of the teachers to be assisted.

Pastoral visits and full inspections are always announced. However, some informal visits are not announced. All inspectors agreed that it was good to give advance notice of visits, the advantage being that teachers are able to prepare a list of the problems and constraints that they wish to discuss. Prior notice has also some disadvantages. Schools adopt an artificial tone which does not portray their usual life in terms of cleanliness, classroom appearance and they prepare for the visitor rather than showing their daily work. The in-service officer however felt strongly that unannounced visits frighten teachers.

Types and implementation of inspection visits

Supervisors make a distinction between five types of visit:

Full inspection	five days	mostly individual
Partial inspection	two to three days	individual
Teacher inspection	one day	individual
Follow-up visit	one to two days	individual
Courtesy visit	one day	individual

In addition, there exists what is called a 'pastoral visit', which is quite informal, usually to welcome new teachers to the area.

All inspectors indicated that they have guidelines for visits which they follow closely, but the in-service officer indicated that she did not have any guidelines.

Following is a brief description of two typical visits: a full inspection visit by an education officer, and a classroom visit by the in-service officer.

A full inspection visit consists of the following stages:

- inspector meets head and members of School Administration, sometimes receives progress report;
- short staff meeting to inform teachers of expectations;
- visit to classrooms to observe individual teachers' delivery, check instructional records and resources;
- post-lesson discussion with individual teachers, inspector gives advice;
- checks school administration records;
- checks pupils' exercise books and continuous assessment records;
- check on school buildings, facilities and resources;
- staff meeting with teachers.

A classroom visit by the in-service officer can be divided into three phases:

Pre-conference: Getting information about the class; getting the teacher to reflect on strengths and needs in the teaching; the teacher is asked to indicate some areas in which she wishes to be observed.

Observation: This is done by both the teacher and the adviser, looking at specific areas the teacher has identified and any relevant information that may crop up.

Post-conference: The teacher clarifies what she has observed: her planning, teaching, contributions made by pupils, activities given to pupils, etc. depending on the areas she has identified. The adviser clarifies what she has seen, starting with strengths and then, lastly,

the needs which can be planned for. After having discussions, the teacher and the adviser agree on aspects to be improved. Where there is need, a demonstration is given. They agree on a date for follow-up.

(b) The views of the school staff

Planning and preparation

Headteachers indicated that on average 40 per cent of their teachers are visited per year. There are some striking disparities as all teachers were seen in one school and none in another. Headteachers considered the number of visits insufficient. Teachers indicated that the schools were visited less than twice a year, which they also feel is inadequate.

All headteachers indicated that they are given notice of visits for full and partial inspections, but not always for courtesy visits. Notice arrives between a week and a month in advance. All say that they inform their teachers. A few teachers in a secondary school indicated that they are not always aware of visits and sometimes meet the in-service teacher in the classroom. Headteachers stated that it is good to receive advance notice because they can then prepare for the visit. They will ask the teachers to update their records, they will collect the necessary documentation and make a list of problem areas. One head stated : "I advise teachers to continuously prepare as usual and not to put on an untrue reflection of what normally takes place." Teachers also cited the following advantages of giving advance notice:

- it ensures teachers are present;
- it gives teachers time to prepare and update records;
- it offers them an opportunity to list items for discussion.

Headteachers also think a few spot visits (unannounced) are advantageous. They indicated that inspectors, in any case, usually do not request information before the visit.

Types and implementation of inspection visits

Headteachers make a distinction between five types of visit:

Full inspection	three to five days	primary school: one inspector secondary school: a team of eight to ten
Partial	one day	one inspector or one or two advisers
Follow-up	no indication	usually one inspector
Courtesy visit	brief	one inspector
Teacher inspection	one day	one inspector

Information gathered from headteachers indicated that courtesy visits were by far the most common, followed by teacher inspections and then full inspections. Most schools had received at least one visit during Term 1 of 1998. For one school, the last visit took place during Term 3, 1997, and another school, which is only three kilometres from the inspector's office, indicated that it was last inspected in 1994.

All the heads indicated that supervisors give a briefing at the beginning of a visit in order to give the objectives of the visit. They indicated that supervisors never ask for suggestions from the head on how to proceed. Teachers also concur that they are briefed at the start of a visit.

Typical visits, as described by the school staff, differed little from the procedure outlined by the supervisors. Some additional points mentioned by some heads:

- inspection of facilities was not done;
- there was no discussion with parents;
- the inspector ran a workshop after the inspection;
- the inspector met with the Departmental senior teacher and gave advice.

Head teachers indicated that during full Inspection inspectors engaged in the following activities:

- examining records;
- classroom observation;
- discussions with the head;
- discussions with the staff as a whole.

However, they did not meet with the community. During follow-up visits, inspectors had discussions with the teachers and the head.

3. Feedback and reporting

Most headteachers and teachers indicated that they receive a quick oral feedback through discussions after lesson observations and at the staff meeting at the end of the inspection. This is considered useful as it allows teachers a chance to air their views. One head however indicated that she has never experienced this type of discussion.

All but one headteacher had received full inspection and individual teacher inspection reports within a month. One secondary school complained that it had taken a year before it received the full inspection report.

Most heads indicate that they file inspection reports. One school displays a copy in the staff room and the library for the use of teachers.

There was a difference of opinion on whether to send reports to the Board of Governors (BOG). In secondary schools, where there is more emphasis on reporting on the whole school rather than on individual teachers, the heads felt that all stakeholders should have access to the full report. Primary-school heads felt that the reports should be confidential. Teachers felt that general reports should be shared with BOG/PTA, but not individual teacher reports.

All heads indicated that they discuss the reports at full staff meetings where input from teachers is received. About half of the heads discussed the report with the school senior management team and one out of six also with BOG.

Some questions were asked about the nature and usefulness of supervisors' recommendations. Most found these useful; however, one school indicated that they are not helpful and added: "we carry them out just for the satisfaction of the supervisor". Following are lists with examples of recommendations which headteachers and teachers found useful or of little value. Those which were found to be particularly useful seem to be directly related to the teaching/ learning process or show a direct experience of the classroom environment.

Recommendation that headteachers found useful:

- use of variety of teaching methods, remedial teaching, use of library;
- advice on keeping pupils' records;
- stating objectives for lessons;
- suggestion that the school supply mathematical instruments to students;
- direction on how to make comments in students' continuous assessment files.

Recommendations that teachers found useful:

- provision of in-service training for teachers;
- attachment to Teaching Aid Production Division;
- teachers to be deployed to level appropriate to their skills/calibre;
- remedial teaching;
- improving tidiness of pupils' work;
- following objectives for the lesson;
- regular marking of pupils' work;
- team teaching.

Recommendations that heads found to be of little value (60 per cent of heads were silent on this issue):

- coding of syllabus objectives (this probably has to do with the newly introduced Criterion Reference Testing at the end of primary schooling);
- introduction of English as a medium of instruction in Standard 2 while materials are not available and teachers are not trained in this aspect.

Kinds of recommendations that teachers found to be of little value:

- recitation as a teaching method;
- discipline in large classes: advice given is not practical;
- different subjects sharing display area in the classroom.

4. Follow-up

Six headteachers answered the question in how far they undertake follow-up activities: three said they do so most of the time, two always and one sometimes. The recommendations are put into practice by calling meetings and by motivating teachers through visits to their

lessons and discussions. In addition, all but one headteacher indicated that they do develop specific action plans to implement recommendations. The teachers confirm this: in all but one school they indicated that specific plans are made.

The headteachers indicated that they are rather unsatisfied with follow-up activities by supervisors themselves, since these come after a very long time or are superficial in nature. Full inspection reports were said to be useful in the running of the school, but not partial inspections. Most of the interviewed teachers indicated that they are totally unsatisfied with follow-up activities.

The supervisors recognize that their impact on schools is not as beneficial as it could be. They feel that several improvements are needed to offer them greater possibilities to be of help to schools. They list the following:

- better transport provision;
- better provision of resources by local authorities for the renovation of schools, teachers' accommodation and instructional materials;
- reduction of the number of schools per inspector;
- provision of caravans for accommodation when visiting rural schools, where the inspector has to sleep in a classroom;
- appointment of officers to handle administrative work;
- training for inspectors;
- better office and residential accommodation.

IV. OVERALL ASSESSMENT

1. Impact on school functioning and quality

The impact of supervision evidently depends to a large extent on the possibility for supervisors to visit schools regularly. At primary-school level, two conditions should make regular and frequent visits possible. Firstly, each senior education officer has a compact number of schools (average 19) to look after. Secondly, most officers have an official vehicle they can use to visit schools. However, officers in the more sparsely populated parts of the country have to travel vast distances between schools, often under very difficult road conditions. Sometimes these roads are impassable in the rainy season. These factors make frequent visits difficult.

Visits to primary schools are mainly of two types – one-week full inspections and one-day advisory or follow-up visits. Because each senior education officer has relatively few schools to supervise, they are in principle able to visit each school in two school terms and conduct full inspections regularly every two years. The senior education officers get to know their schools intimately. They get to know all the teachers as well. Not every SEO is in the same advantageous situation: some, as mentioned above, face quite difficult working conditions, while in other cases, posts are vacant and one officer has to take care of two inspectorial areas. The result can be, as was shown in the case study, that some schools are left unvisited for quite some time.

At the secondary-education level, the problems are more widespread and take on a structural character. The officers are too few. The secondary-school level is complex because of subject specialization necessitating more officers. These officers are very poorly represented at regional level – usually about four – and are

under-resourced in terms of transport. These factors militate against regular visits to schools. As a result the officers are not closely in touch with their schools and their impact is therefore much diminished.

The case study examined in more detail the types of supervision activities with the greatest impact. All headteachers and teachers agreed that *full* inspection had the most impact. Aspects of supervision that heads found particularly useful were (in order of preference): classroom observation, advice on teaching methodology and staff development. The teachers identified (in order of preference): assessment of resources in the school, lesson observation and on-the-spot advice. All concurred that not enough is done on these aspects.

Table 14 shows the opinions of headteachers and teachers on the impact of a full inspection, from none to very high, on the different aspects of a school.

Table 14. Impact of full inspection

Area	Headteachers	Teachers
Administration	Fair	Limited
School infrastructure	None – limited	None
Availability of instructional materials	Limited	Limited
Teacher presence	Fairly high	None – limited
Lesson preparation	Fairly high	High
Classroom teaching and delivery	Fairly high – high	Very high
Student presence	Fair	Fair
Student performance	Fair	Limited
Relations between staff	Fairly high	Limited
Teacher motivation	Fair	High
Staff development	Fair	Fair

2 Challenges to supervision and support

Recruitment and training

Because the primary-education inspectorate is much older and more established, it has almost its full complement of officers at district and regional level. The same is not true at the secondary level. A lot more officers are required per region because of subject specialization. Poor recruitment into this cadre is compounded by two factors: firstly, the manpower ceilings imposed on the Ministry by development planning and, secondly, recruitment and career issues. The best people to enter into this cadre, the heads and deputies of secondary schools, are not attracted because their salaries are already at the level of senior education officers and there are very limited prospects for progression. The teachers who still find it attractive to apply for positions of senior education officers are usually not sufficiently experienced.

The absence of a comprehensive training programme for senior education officers also undermines the development of this supervisory service. To date, training has been ad hoc and without focus, consequently it has not had a significant impact on the service.

Working conditions

The officers in primary and secondary education are sufficiently well financed to meet recurrent expenses. Their biggest problem is lack of adequate and appropriate office accommodation and transport, in the case of secondary education. This seriously undermines effectiveness and morale. The officers in the southern part of the Central region commented on the paucity of transport facilities and on the need to foresee accommodation, e.g. in the form of a caravan for officers who are visiting isolated rural schools.

In-service officers, on the other hand, are reasonably resourced – they have a facility they can call their own in the form of Education Centres. Their transport problems are not as bad.

Workload and job satisfaction

As mentioned earlier, there appears to be no problem with workload and job satisfaction within the primary education senior education officers.

The multiple functions that secondary senior education officers carry out impose a big workload. This burden diminishes their ability to supervise and support teachers. Their difficulties with recognition by school heads further undermine their morale, which does not enhance their job satisfaction.

Disparities and co-ordination between services

The inconsistencies and inequalities outlined above between these different services that provide supervision and support further weaken their effectiveness. Some departments are adequately staffed while others are not. Some are adequately resourced by way of infrastructure and transport while others are not. Some have attractive conditions of service and others not. A crucial problem is that the regional demarcations of the three services do not coincide, resulting in difficult co-ordination.

Insufficient visits

Even if officers succeed in visiting schools twice yearly, as is the norm, teachers find this to be insufficient. In any case, many supervisors do not succeed in respecting the norm.

In the case study, the headteachers as well as the teachers complained about the irregularity of visits. The headteachers believe that supervisors have too many schools to reach in one year and do not have enough manpower. The teachers have a more critical opinion and add to this first reason, three others:

- supervisors do not know their job descriptions;
- they need training;
- they like visiting remote schools so they can claim travel allowance.

Attitudes of supervisory staff

For supervisory officers to be effective, they must be perceived at school level as truly supportive. The old-style inspector who is out on fault finding has no place in efforts to improve quality of teaching and learning.

The tension between secondary senior education officers and school heads is fuelled by the perception each group has of the other. The senior education officers want to see themselves as senior (and, therefore, superior?) to school heads, while school heads see them as junior officers. Unless these attitudes are dispelled, the effectiveness of the senior education officers will be greatly undermined.

Lack of follow-up

A number of headteachers in the Central region were asked to identify what they saw as the main problems with inspection and in-service officers and to suggest measures to improve on the effectiveness of these services. The results are presented in the *Tables 15* and *16*.

Table 15. Main problems mentioned by selected heads in the Central region

Inspection	In-service
Inspectors overloaded resulting in limited number of inspections	Teachers called out of classrooms too often for workshops
Visits are irregular	In-service is irregular
No follow-up made	Advisers are located far from schools
Inspection reports not made available to schools quickly enough	No follow-up after workshops
Inspectors unable to influence provision of infrastructure and instructional materials	Too many schools per adviser

Table 16. Measures for improvement suggested by selected heads in the Central region

Inspection	In-service
Employ more inspectors	Identify real needs of teachers
Strengthen in-school supervision	Make follow-up visits and fewer schools per officer
Regular visits to schools and more follow-up	More in-school advice for teachers and school-based workshops
Provision of infrastructure and learning materials should be conducted by Ministry of Education instead of local authorities	Advisers should brief heads on the kinds of services they can offer

What can be noticed is that, in addition to some problems mentioned above, such as the irregularity of visits and the overload of work, many of their references concern the lack of follow-up and the different ways this is being experienced: the fact that inspection reports arrive with delay, the great distance between schools and supervision and support staff, the relative powerlessness of supervisors to influence provision of infrastructure and learning materials. The measures of improvement, suggested by heads, focus

on the same issue. The teachers, when asked a similar question, recognized a similar list as concrete measures to improve supervisors' work:

- increase the number of inspectors;
- increase number of advisers - one for each subject area in a region;
- more frequent visits to schools;
- provide transport for supervisors;
- reports should be made available immediately after an inspection/ advisory visit;
- regular follow-up visits.

3. Present trends and challenges

The National Commission on Education of 1992 identified many of the problems outlined in the above section and made several recommendations. The comprehensive implementation of these recommendations should result in improvement in teacher supervision and support. Implementation has already started and progress has been made in some areas.

The Secondary Schools Management Development Project ran as a project from 1993-1996 and is now institutional as a programme. It did a lot in reshaping secondary-school heads' attitudes and values through advocating participatory management and transparency.

Recommendations 104 and 105 of the Revised National Policy on Education (RNPE) emphasize the need to decentralize staff development and in-service training to the school level. The Senior Management Team in the school (head, deputy, senior teachers) is required to take the lead in school-based, school-focused staff development programmes as the most effective form of support to teachers. A consequence of the SSMDP, coupled with this

recommendation, is the establishment of staff development committees in the schools. They carry out needs assessment in the school and draw up programmes for school-based training, using talent within the school or inviting expertise from outside if it does not exist in the school.

The Botswana In-Service, Pre-Service Project (BIPP) will further strengthen school-based in-service training. The SSMDP has been a successful concept and is now being replicated at primary-education level with the PSMDP which started in October 1997. Some 30 primary-school heads were selected and sent for a two-year intensive training programme in schools management development. When they return they will be based at Education Centres and each will have a cluster of schools to work with along the lines of the secondary schools' SMAs.

The establishment of a separate Department of Inspection as articulated in Recommendation 116 will enhance the career development of senior education officers as school inspectors. Salient points of this Recommendation are:

"(a) The inspection of schools should be under one department of inspection formed from an enhanced amalgamation of the existing departmental inspectorates.
(b) The extent and limitations of the level of responsibility of the inspector in relation to the teacher, the head and other officers should be clearly defined.
(c) All members of the Inspectorate should receive training on appointment and regular in-service training. A comprehensive training programme should be implemented as a matter of urgency."

The implementation of these recommendations will comprehensively address many concerns raised above by the senior education officers.

Decentralization as conceived in Recommendation 117 envisages a regional representation of the Ministry of Education that would harmonize all the Ministry's departments at regional level. It calls for all departments of the Ministry to be under one leadership in the region. It perceives all departments operating from under one roof. This would make it cost-effective to provide support service such as equipment, support services, transport and office space. The departments will begin to relate better with each other instead of being independent entities that duplicate resources and effort.

Through the ADEA's working group in the teaching profession, whose lead agency is the Commonwealth Secretariat, SADC countries have embarked on a project – SADC teacher management and support project. They have developed modules for the training of school inspectors. What remains is to identify a lead institution within the region within which this training would be institutionalized. Once this is achieved Botswana would be able to implement Recommendation 116(c).

CONCLUSION

As the education system continues to expand the need for strengthening supervisory and support services also increases. When new schools open, new and inexperienced heads are appointed. They need support with their own development so that they can have the capacity to supervise and lead others. Each year many new teachers join the service on completion of training. In the first few years in the service, as the teachers try to find their way, a lot of support is necessary. In Botswana the many demands made on the teacher as a result of the innovations that come with the RNPE demand that the support services be strengthened to effectively render the required service.

As the system grows supervision can no longer be effective from the centre, it will need to be decentralized right down to school level. This calls for intensified training of the inspectorate and the school heads.

The potential of boards of governors and PTAs as supervisory structures is not fully exploited. If it were it would further enhance the efforts of the traditional structures of supervision.

Chapter II

School supervision in Namibia

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LIST OF ABBREVIATIONS

BETD	Basic Education Teachers' Diploma
CEO	Chief Education Officer
CIE	Chief Inspector Education
CHO	Chief Hostels Officer
DEPI	Directorate Educational Programme Implementation
DIAS	Directorate of Inspectorate and Advisory Services
DIR	Director
DNEA	Directorate of Examinations
EO	Education Officer
HO	Hostels Officer
IE	Inspector Education
IH	Inspector Hostels
NIED	National Institute for Educational Development
PADE	Postgraduate Diploma In Education
PMS	Performance Management System
SEO	Senior Education Officer
SIE	Senior Inspection Education
SIH	Senior Inspector Hostels
TRC	Teacher Resource Centre
UNAM	University of Namibia

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INTRODUCTION

Namibia was one of the last African countries to gain its independence, in 1990. It is very sparsely populated: just over one and a half million people occupy an area more than three times the size of the United Kingdom. The population is ethnically very diversified, which has an evident impact on the language situation: ten African and three European languages are fairly widely used.

The Constitution of the Republic of Namibia reflects the expectations of the people concerning education as follows:

"Article 20. Education

(1) All persons shall have the right to education.

(2) Primary education shall be compulsory and the state shall provide reasonable facilities to render effective this right for every resident within Namibia, by establishing and maintaining state schools at which primary education will be provided free of charge.

(3) Children shall not be allowed to leave school until they have completed their primary education or have attained the age of sixteen (16) years, whichever is the soonest, save insofar as this may be authorized by Act of Parliament on grounds of health or other considerations pertaining to the public interest.

(4) All persons shall have the right, at their own expense, to establish and to maintain private schools, or colleges, or other institutions of tertiary education, provided that:

(a) such schools, colleges or institutions of tertiary education are registered with a government department in accordance with any law authorizing and regulating such registration;

(b) the standards maintained by such schools, colleges or institutions of tertiary education are not inferior to the standards maintained in comparable schools, colleges or institutions of tertiary education funded by the state;
(c) no restrictions of whatever nature are imposed with respect to the admission of pupils based on race, colour or creed;
(d) no restrictions of whatever nature are imposed with respect to the recruitment of staff based on race or colour."

Namibia is divided into thirteen political regions and seven education regions, with a Head Office in Windhoek.

Just after independence in 1990, Namibia embarked on a comprehensive reform of its education system. Before independence, educational provision was unequally divided over the different parts with an unequal distribution of resources. Upon independence, the education system was unified and many structural and educational changes have since been effected.

Within the Ministry, three divisions were set up with a role in offering supervision and support:

- **The Directorate of Inspectorate and Advisory Services (DIAS)**, which is mainly responsible for supervision and support. It was not active until 1996 and still faces problems of understaffing.
- **The National Institute for Educational Development (NIED)**, established in Okahandja, 80 kilometres from Windhoek and serving as a research body for the Ministry.
- **The Directorate Educational Programme Implementation (DEPI)** is the principal organ for ensuring that national guidelines and policies are adhered to and that the goal of equity, particularly between the regions, is being achieved.

In addition, every region has resource centres where teachers, inspectors and subject advisers can have meetings, workshops, etc.

The financial situation of the Ministry of Education may be described as satisfactory although money for development will always be a constraint. The total budget of the Ministry for the 1996-1997 fiscal year was N$1,051,511,000. As the number of students was 471,148, the average expenditure per learner was N$2,076.

Growth in the provision of education after independence can be seen in the increase of the number of schools from 1,325 in 1992 to 1,435 in 1996. The largest growth was between 1995 and 1996 when 57 new schools were opened.

Table 1 gives a clear indication of the number of schools, learners and support staff (clerks, secretaries and cleaners).

Table 1. Schools, learners, teachers and support staff, 1996

Region	Schools	Learners		Teachers		Support staff	
		Total	% Female	Total	% Female	Total	% Female
Namibia Total	1,435	478,534	50.7	16,679	60.5	2,708	53.0
Katima Mulilo/*Caprivi*	40	33,448	48.5	1,497	35.7	231	86.1
Rundu/*Okavango*	238	45,874	48.8	1,802	37.2	123	32.5
Ondangwa East	349	118,201	51.9	3,053	65.6	455	27.0
Ondangwa West	345	134,894	51.2	4,094	69.1	380	52.4
Khorixas	107	34,431	51.2	1,398	58.4	371	56.1
Windhoek	141	77,894	50.5	3,240	68.1	716	52.9
Keetmans-hoop	109	2,601	50.0	1,465	50.0	395	68.1
Special schools	6	1,091	43.5	130	70.0	37	48.6

A clearer picture of the distribution of learners and class sizes is provided by *Table 2*. The average class size is acceptable by international and regional standards, at both primary level (34 pupils per class) and secondary (32 per class). Females represent on the whole more than half of all students and their share increases the higher the grade, until junior secondary.

Table 2. Class sizes and percentages of females, 1996

	Total	Primary			Secondary			Other grades
		Total	**Lower**	**Upper**	**Total**	**Junior**	**Senior**	
Namibia Total learners	478,534	372,256	244,238	128,018	104,480	80,353	24,127	1,798
% Female	50.7	49.9	48.8	52.1	53.8	54.5	51.4	43.9
Class groups	14,336	11,013	7,319	3,694	3,219	2,429	790	104
Average class size	33.4	33.8	33.4	34.7	32.5	33.1	30.5	17.3

Table 3 highlights the increase in enrolment of learners from 1992 to 1996. The average annual growth rate was about 2 to 2.5 per cent, slightly lower than the population growth.

Table 3. Average annual enrolment increase

Total	Primary					
	1992	1993	1994	1995	1996	Average annual growth rate %
Learners	439,325	450,639	474,343	472,228	478,534	2.2
Males	213,775	220,177	232,683	232,551	235,714	2.5
Females	225,550	230,462	241,660	239,677	242,820	1.9

The need for support services (inspectors and subject advisers) is clear when a study is made of the professional and academic qualifications of teachers in government and private schools

(*Table 4*). Almost 30 per cent of teachers do not have teacher training, while the formal qualifications of 35 per cent are rather low: less than Grade 12 (the end of senior secondary).

Table 4. Teacher qualifications, 1996

	Total	Teachers without formal teacher training				Teachers with formal teacher training			
	Total	Total	Less than Grade 12	Grade 12 or 1-2 years of tertiary education	More than 2 years of tertiary education	Total	Less than Grade 12	Grade 12 or 1-2 years of tertiary education	More than 2 years of tertiary education
Total teachers	16,679	4,700	2,355	2,109	236	11,979	3,633	6,830	1,516
%	100.0	28.2	14.1	12.6	1.4	71.8	21.8	40.9	9.1
Government teachers	15,774	4,532	2,292	2,036	211	11,237	3,537	6,458	1,242
%	100.0	28.8	14.5	12.9	1.3	71.2	22.4	40.9	7.9
Private teachers	905	163	65	73	25	742	96	372	274
%	100.0	18.0	7.2	8.1	2.8	82.0	10.6	41.1	30.3

When Namibia became independent in 1990, English was adopted as the official language. This issue held serious implications for education. In November 1991, the Ministry of Education and Culture's Language Policy for schools was first published. From 1993 to 1996, the phasing-in of English as the main medium of instruction was introduced in Grades 4-7 for promotional subjects. From 1994 to 1998, the other subjects were reformed. All of the above was the work of a committee situated in NIED and known as the Curriculum Coordinating Committee. The reform in the Junior Primary division (Grades 1-3) is running concurrently with all of the above. This reform started in 1995 and was completed in 1997 by the Lower Primary Task Force.

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I. GENERAL OVERVIEW OF SUPERVISION AND SUPPORT SERVICES

1. Historical background

Before independence, there were 11 different second-tier authorities, each with their own policies, norms and resources and their own supervision and support services. This arrangement stopped with independence, when a national strategy was developed to get to equity as far as the norms for provision were concerned. The distribution of teachers, inspectors and subject advisers in the regions was made more equitable, but was still mainly determined by the available finances.

After independence, several changes were made with regard to the establishment of the Ministry. This led to uncertainty amongst staff members about their employment. The National Institute of Educational Development was formed to do research and to develop programmes (curricula, etc.). The Directorate Inspectorate and Advisory Services (DIAS), which should have been directly responsible for assisting the teacher in the classroom and the principal to manage the school, was not activated until 1996. At this moment, inspectors and subject advisers are not yet properly organized.

The main issues remain, on the one hand, ensuring equity, and, on the other hand, strengthening co-ordination in a country which had been characterized by the existence of fairly independent and unequal authorities.

2. The overall structure of supervision and support

Supervision and support to teachers are offered at three levels: the Head Office, the Regional Office and the school itself.

(a) In the **Head Office**, three directorates have a role to play:

- *Directorate National Institution for Educational Development (NIED):*

It is responsible for research and the programmes related to schools as well as the monitoring of the implementation of the programmes.

- *Directorate Inspectorate and Advisory Services (DIAS):*

It is basically responsible for assistance to advisory teachers and inspectors in the regions concerning policy, co-ordination and running of schools.

- *Directorate Educational Programme Implementation (DEPI):*

It is basically responsible for the implementation of programmes and, at present, for the monitoring of the implementation of the IGCSE programme. It also assists teachers in the classrooms.

In other words, NIED develops programmes, curricula, etc. and inspectors and advisory teachers implement these in the regions. NIED also plays a role as far as the monitoring of the implementation is concerned. DIAS is responsible for implementation of programmes in the schools and for improving the standard of teaching in the classroom.

At this stage, proper co-ordination and co-operation between the different directorates does not exist, but it is on the Ministry's programme to clarify this matter.

(b) Each **Regional Office** is headed by a Director and counts three sections with responsibility for teacher supervision and support:

- *Section Advisory Services:*

Education Officers give subject advice to teachers. They assist teachers in the teaching process in the classroom. They ensure proper implementation of programmes developed by NIED. They are indirectly, via the regional director, in contact with Head Office.

- *Division schools and hostels' management:*

(i) Inspectors of Education:
They are mainly responsible for the management of schools and hostels and their target group is the principal and the rest of the top management of the school or the superintendent of the school hostel.
(ii) Hostels Officers:
They assist the chief Hostel Matron in the household division of hostels to create a 'home away from home' atmosphere.

- *The Teacher Resource Centre section:*

Centres are unevenly distributed over the country and only assist teachers, inspectors and subject teachers near to the centre.

Within some regions, district offices were created to serve those areas which are least accessible to the services provided directly from regional offices. These seven offices differ in type and quantity of

staff according to their location and to the size of the population to be served. Each office is headed by a District Education Officer.

(c) The school:

The principal, together with the Heads of Department, is responsible for the implementation of programmes at school level, ensuring high-quality teaching and creating a learning-teaching atmosphere.

Hierarchical relationship of staff employed:

NIED	HO INSPECT-ORATE	RO INSPECT-ORATE	HO SUBJECT ADVISER	RO SUBJECT ADVISER	HO HOSTELS	RO HOSTELS
CEO	CIE	CEO	CEO	CEO	SIH	
SEO	SIE	SEO/SIE	SEO	SEO	IH	IH
EO	IE	IE	EO	EO	CHO	HO

CEO Chief education officer
CHO Chief hostels officer
CIE Chief inspector education
DIR Director
EO Education officer
HO Hostels officer
IE Inspector education
IH Inspector hostels
RO Regional office
SEO Senior education officer
SIE Senior inspector education
SIH Senior inspector hostels

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3. Official functions of the different services

The following are the main official tasks of the different services:

- *Directorate National Institute for Educational Development (NIED)*
  - the evaluation, design and development of curricula for the education system;
  - the enhancement of professionalism and quality of teaching personnel and other resources;
  - the rendering of a general administrative support service.

- *Directorate Educational Programme Implementation (DEPI)*
  - the training, development and assessment of schools' and hostels' personnel to ensure the efficient and effective management of the educational programmes and services;
  - the provision of professional leadership and guidance in the management of the Inspectorate and advisory services to schools;
  - the rendering of diagnostic, counselling and educational psychological services to all learners;
  - the determining of policies and the development of programmes to establish and maintain opportunities for children with special needs.

- *Directorate Inspectorate and Advisory Services (DIAS)*
  - the training and development of schools' and hostels' managers to improve the management effectiveness in educational institutions;
  - the formulation and development of management policies, procedures and manuals;
  - the administering and co-ordination of the National School Feeding Programme (NSFP).

- the development and setting of national standards for better teaching in schools;
- the monitoring of development and the enhancement of the quality of educational programmes;
- the in-service training of school personnel to achieve set standards.

- *Teacher Resource Centres*
  - assistance to teachers to be more efficient in their classes;
  - assistance with regional courses;
  - collecting and storing of publications, documents and other educational resources needed by schools.

The government-paid inspectors and subject advisers are also responsible for supervision and support to private institutions which are subsidized by the government.

4. Relations with other pedagogical services

Teacher pre-service and in-service training is in the hands of the University of Namibia (UNAM) and the Regional Colleges of Education.

The University of Namibia works both for pre-service and in-service courses:

(a) The following pre-service courses are presented by UNAM:

- four-year B.Ed course;
- HED Sec. that is to be phased out.

(b) UNAM also contributes to in-service training in the following areas:

- PADE (Postgraduate Diploma in Education);

- every year, personnel of UNAM visit schools to do in-service training concerning subject contents;

- Ad Ed (Advanced Diploma in Education).

The Regional Colleges of Education offer the following courses:

(a) Pre-service training:

- Basic Education teacher's Diploma (three years) (BETD). NIED plays an important role in curriculum research and development for this BETD course. When properly structured, EPI will also play a role.

(b) In-service Training Courses:

- Four-year courses for unqualified and under-qualified teachers.

Pedagogical research: UNAM has its own research division which is working closely with other universities and NIED, but with little interaction with other Departments in the Ministry.

Examinations

The *Directorate of Examinations* (DNEA)'s main objective is to establish a national examination system. It administers all external national examinations. As far as primary schools are concerned, the Ministry has approved measures to implement a national Grade 7 external examination.

The *Examination Board* is the policy-making board with regard to examinations. Members are from the following cadres:

- The Permanent Secretary (chairperson) (1),
- Regional Directors (7),

- Under Secretaries (2),
- Representative of the Polytechnic (1),
- Representative of UCLES,
- Representative of the Windhoek College of Education,
- Teachers Unions (3).

There are no representatives from the inspection services.

At central level, on the whole, there are therefore rather few linkages between supervision and support action and those in charge of other services aimed at pedagogical improvement. NIED's involvement is more pronounced that that of the DIAS or of DEPI.

At regional level, closer co-operation has been sought. Each Regional Council is expected to monitor, promote and oversee educational development in its region. In order to fulfil this responsibility, each council should establish a Regional Education Forum. The function of such a forum is to advise regional education authorities; oversee school operations; and protect the education interests of the community. The forum should be composed of representatives of School Boards (one representative from every Constituency or Inspection Circuit); representative(s) of community leaders; a representative of church bodies; a representative of employers (business); a representative of workers (trade unions); a representative of teacher unions; a representative of students' organizations; non-governmental organizations; and any other co-opted members. One councillor should be designated by the Regional Council to be the convenor. The Director of Education and Culture in the region should be the ex-officio member and Secretary of the forum. The forum should meet at least three times a year. It should report on its activities to the Regional Council and the Ministry of Education and Culture. The absence of inspectors can be noted.

5. Classical supervision and support services within a broader perspective: school-site support and supervision

In principle, the policy is towards giving more responsibilities to the top management of schools which is composed of the Principal, the Deputy Principal and the Heads of Department.

Normally, senior subject teachers are requested to be in charge of their subject. The work of such a subject head is to monitor whether written work has been controlled by subject teachers and to help subject teachers where requested (even in the class room). Heads of Department in small schools are sometimes requested to do the work of subject heads. In some schools, principals make use of guardian teachers to assist newly appointed teachers. This system of in-school supervision and support is so far only functioning in a small percentage of schools.

II. THE MANAGEMENT OF SUPERVISION SERVICES: BASIC FACTS AND CRITICAL ISSUES

1. Basic facts and figures

The following tables offer detailed information on the numbers of staff working in the supervision and support services and on their profile. All figures relate to August 1997 (school figures) and November 1997 (supervision and support-staff figures) and were collected specifically for this national diagnosis.

Some judgement had to be used regarding the inclusion and exclusion of specific posts in the data presented below: as direct supervision and support services to schools were virtually exclusively provided by regional office staff, no head office staff statistics were included. The following posts in regional offices have been included: Senior Inspector, Inspector of Education and District Education Officer (grouped as 'Inspectorate'); and Senior Advisory Teacher, Advisory Teacher and Regional or District Teachers Resource Manager (grouped as 'advisory services').[1]

All learner (pupil), teacher and school statistics exclude special schools under the Division of Special Education in Head Office. They do include private schools as most private schools in Namibia are staffed or otherwise supported and supervised by government.

1. The following posts have **not** been included in the tables of basic figures:

- Regional Education Officers;
- Inspector of Hostels;
- School Counsellor and Senior School Counsellor (they are mainly in charge of education psychology and guidance);
- Local Teachers Resource Centre Manager (mainly responsible for all equipment and materials in the TRC, and assists teachers in using a multi-media approach to teaching);
- All Adult Education, General Services (Administration), Library and Culture staff;
- Head Office staff.

Tables 5 to 8 present the numbers of established and filled posts in supervision and support. The number of posts is linked to the structure of the Ministry of Education.

The present structure was approved in 1993 and implemented in April 1994. A review of the structure, conducted in 1997, was not yet finalized at the time of writing. The present structure was partially based on norms, while the proposed new structure rather considers what is called the 'specific needs of individual regions'. The relevant norms underlying the present structure are stated below as edited quotes from the relevant policy document. It should be noted that the actual allocation of posts is still based on 1992 statistics.

(a) There are seven Regional Offices, each headed by a Director.

(b) Seven District Education Offices are being created.

(c) There are 39 school weeks per year, 35 of which can reasonably be used for inspection and advice, and 4 of which are taken up by examinations. The remaining weeks of the year are used for administration and staff development and training.

(d) Each Region has one Senior Inspector of Education with the exception of the two Ondangwa Regions and Rundu, which have two Senior Inspectors. They are expected to devote 25 per cent of their time to managerial duties and 75 per cent of their time to inspection duties. This proportion has been taken into account when calculating the number of Inspectors of Education required for each Region.
(*Comment:* The relevant policy document quotes as norm: 1 Inspector of Education and 75 per cent of 1 Senior Inspector of Education per 35 schools. What is apparently meant is that the number of Inspector posts are calculated as 1 per 35 schools. Senior Inspector post is considered to be equivalent to 75 per cent of an Inspector's post and has to be taken into account to arrive at the actual number of posts of Inspector of Education.)

(e) The number of Advisory Teachers per Region (with a minimum of 8)

$$= \frac{\text{All teachers}}{105} \times \frac{\text{Unqualified teachers in the Region}}{\text{Total unqualified teachers}}$$

(105 = 3 teachers × 35 weeks – the number an Advisory Teacher is expected to serve per year.)

In each Region, one Advisory Teacher will be the Senior Advisory Teacher, with the exception of the Ondangwa Regions which will have 2 Senior Advisory Teachers each. This is to be considered as a promotional level rather than a purely managerial post.

(f) 1 Teachers Resource Centre Manager, 1 Educational Technologist, 1 Resource Centre Assistant and 1 Clerical Assistant per Regional and District Teachers Resource Centre, of which there were 6 and 4, respectively, in 1993.

Tables 5 to 8 show that the number of filled posts in 1997 was only about two-thirds of the total of established posts. This is in particular the case for advisory staff. The result is that, rather than to have about 10 schools per advisory staff (which would be the case if all posts were filled), there are now 18 schools. Almost all posts in the 'Inspectorate' are filled, but the number of posts is less and, as a result, the number of teachers and schools per inspector is quite high.

A majority of supervisors are men. This is more so among inspectors (with only some 5 per cent women) than among advisers (with about 40 per cent women)(*Table 9*). *Tables 10 and 11* show a similar distinction as far as age is concerned: about three-quarters of inspectors are over 45; over 60 per cent of advisers are less than 45. This is reflected in the years of working experience (*Tables 7 and 14*). Most supervision and support staff have less than 10 years' experience in these services (*Tables 13 and 15*). The professional origin of all staff is teaching or, in virtually all cases, a senior position in a school. *Tables 12 to 15* show that, in general, inspectors have

spent more time in schools before entering the supervision service than advisory teachers. They have generally occupied more senior posts in school.

A quarter of the inspectors and slightly more than 10 per cent of advisory teachers have obtained only a secondary school degree or less (*Table 16*). More than half, however, have a degree, equivalent to a Bachelor's degree (i.e. Grade 12 + 4 years). Regional disparities are in this case quite significant: in one region, Rundu, 9 of the 20 supervisors have only finished Grade 12 or less (*Table 17*).

No specific information was collected on training. Hardly any staff received any pre-service training in supervision, but many attend some in-service courses from time to time.

Namibia has no statistical database of supervisory and support services staff. A computerized personnel system presently being developed will allow relevant statistics to be readily extracted when the system is operational.

Table 5. Number of posts on the establishment by region, 1997

Region	Senior Inspector	Inspector of Education	District Education Officer	Subtotal: Inspectorate	Senior Advisory Teacher	Advisory Teacher	TRC Manager (Regional or District)	Subtotal: Advisory services	Total
Katima Mulilo	1	4	1	6	1	7	1	9	15
Rundu	2	4	-	6	1	17	1	19	25
Ondangwa East	2	8	-	10	2	27	1	30	40
Ondangwa West	2	8	-	10	2	37	1	40	50
Khorixas	1	2	2	5	1	12	2	15	20
Windhoek	1	4	3	8	1	15	3	19	27
Keetmans-hoop	1	3	1	5	1	14	1	16	21
Total	10	33	7	50	9	129	10	148	198

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Table 6. Number of posts filled (staff actually appointed or acting in positions) by region, 1997

Region	Senior Inspector	Inspector of Education	District Education Officer	Subtotal: Inspectorate	Senior Advisory Teacher	Advisory Teacher	LRC Manager (Regional or District)	Subtotal: Advisory services	Total
Katima Mulilo	1	4	-	5	-	6	1	7	12
Rundu	1	7	-	8	1	10	1	12	20
Ondangwa East	2	8	-	10	1	7	-	8	18
Ondangwa West	1	7	-	8	1	8	1	10	18
Khorixas	1	3	-	4	1	11	2	14	18
Windhoek	1	5	1	7	-	14	-	14	21
Keetmans-hoop	1	5	-	6	1	14	1	16	22
Total	8	39	1	48	5	70	6	81	129

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Table 7. Average number of schools and teachers per post on the establishment by region, 1997

Region	Schools, teachers and learners			Approved posts					
	Schools	Teachers	Learners	Inspectorate	Schools per inspector	Teachers per inspector	Advisory services	Schools per advisory staff	Teachers per advisory staff
Kaima Mulilo	143	1,510	34,125	6	23.8	251.7	9	15.9	167.8
Rundu	236	1,763	48,101	6	39.3	293.8	19	12.4	92.8
Ondangwa East	350	3,248	120,448	10	35.0	324.8	30	11.7	108.3
Ondangwa West	349	4,079	135,472	10	34.9	407.9	40	8.7	102.0
Khorixas	115	1,409	36,033	5	23.0	281.8	15	7.7	93.9
Windhoek	148	3,319	81,596	8	18.5	414.9	19	7.8	174.7
Keetmans-hoop	108	1,431	33,483	5	21.6	286.2	16	6.8	89.4
Total	1,449	16,759	489,258	50	29.0	335.2	148	9.8	113.2

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Table 8. Average number of schools and teachers per filled post by region, 1997

Region	Schools, teachers and learners			Filled posts					
	Schools	Teachers	Learners	Inspectorate	Schools per inspector	Teachers per inspector	Advisory services	Schools per advisory staff	Teachers per advisory staff
Katima Mulilo	143	1,510	34,125	5	28.6	302.0	7	20.4	215.7
Rundu	236	1,763	48,101	8	29.5	220.4	12	19.7	146.9
Ondangwa East	350	3,248	120,448	10	35.0	324.8	8	43.8	406.0
Ondangwa West	349	4 079	135 472	8	43.6	509.9	10	34.9	407.9
Khorixas	115	1,409	36,033	4	28.8	352.3	14	8.2	100.6
Windhoek	148	3,319	81,596	7	21.1	474.1	14	10.6	237.1
Keetmans-hoop	108	1,431	33,483	6	18.0	238.5	16	6.8	89.4
Total	1,449	16,759	489,258	48	30.2	349.1	81	17.9	206.9

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Table 9. Supervision and support staff by gender and region, 1997

Region	Sex	Senior Inspector	Inspector of Education	District Education Officer	Subtotal: Inspectorate	Senior Advisory Teacher	Advisory Teacher	LRC Manager (Regional or District)	Subtotal: Advisory services	Total
Katima Mulilo	F	-	-	-	-	-	1	-	1	1
	M	1	4	-	5	-	5	1	6	11
Rundu	F	-	-	-	-	-	6	1	7	7
	M	1	7	-	8	1	4	1	5	13
Ondangwa East	F	-	-	-	-	-	4	-	4	4
	M	2	8	-	10	1	3	-	4	14
Ondangwa West	F	-	1	-	1	1	4	-	5	6
	M	1	6	-	7	-	4	1	5	12
Khorixas	F	-	-	-	-	-	5	2	7	7
	M	1	3	-	4	1	6	-	7	11
Windhoek	F	-	1	-	1	-	4	-	4	5
	M	1	4	1	6	-	10	-	10	16
Keetmans-hoop	F	-	1	-	1	-	4	-	4	5
	M	1	4	-	5	1	10	1	12	17
Total	F	-	3	-	3	1	28	3	32	35
	M	8	36	1	45	4	42	3	49	94

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Table 10. Supervision and support staff by post and age, 1997

Age group	Senior Inspector	Inspector of Education	District Education Officer	Subtotal: Inspectorate	Senior Advisory Teacher	Advisory Teacher	TRC Manager (Regional or District)	Subtotal: Advisory services	Total
30-34	-	1	-	1	-	11	2	13	14
35-39	1	4	-	5	1	18	1	20	25
40-44	-	8	-	8	2	12	3	17	25
45-49	3	9	1	13	-	13	-	13	26
50-54	4	5	-	9	1	10	-	11	20
55-59	-	12	-	12	1	6	-	7	19
Total	8	39	1	48	5	70	6	81	129

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Table 11. Age distribution of all supervision and support staff by region, 1997

Region	Age group						Total
	30-34	35-39	40-44	45-49	50-54	55-59	
Katima Mulilo	3	3	2	1	1	2	12
Rundu	3	4	5	3	2	3	20
Ondangwa East	1	4	3	3	3	4	18
Ondangwa West	2	4	5	4	2	1	18
Khorixas	2	3	2	3	6	2	18
Windhoek	-	2	3	6	5	5	21
Keetmans-hoop	3	5	5	6	1	2	22
Total	14	25	25	26	20	19	129

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Table 12. Years of total working experience of supervision and support staff by post, 1997

Total experience (years)	Senior Inspector	Inspector of Education	District Education Officer	Subtotal: Inspectorate	Senior Advisory Teacher	Advisory Teacher	TRC Manager (Regional or District)	Subtotal: Advisory services	Total
5-9	-	2	-	2	-	7	-	7	9
10-14	1	3	-	4	3	17	2	22	26
15-19	1	7	-	8	-	12	2	14	22
20-24	1	9	1	11	-	13	2	15	26
25-29	4	6	-	10	2	9	-	11	21
30-34	1	5	-	6	-	8	-	8	14
35-40	-	7	-	7	-	4	-	4	11
Total	8	39	1	48	5	70	6	81	129

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Table 13. Years of supervision and support services experience by post, 1997

Supervision and support experience (years)	Senior Inspector	Inspector of Education	District Education Officer	Subtotal: Inspectorate	Senior Advisory Teacher	Advisory Teacher	TRC Manager (Regional or District)	Subtotal: Advisory services	Total
0-4	1	9	-	10	1	34	1	36	46
5-9	5	17	-	22	4	18	5	27	49
10-14	2	5	1	8	-	13	-	13	21
15-19	-	5	-	5	-	3	-	3	8
20-24	-	3	-	3	-	2	-	2	5
Total	8	39	1	48	5	70	6	81	129

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Table 14. Total years of working experience of supervision and support staff by region, 1997

Region	Total years of working experience							Total
	5-9	10-14	15-19	20-24	25-29	30-34	35-40	
Katima Mulilo	-	6	2	-	1	3	-	12
Rundu	1	3	6	3	4	1	2	20
Ondangwa East	3	3	2	4	2	2	2	18
Ondangwa West	1	6	4	4	3	-	-	18
Khorixas	1	2	3	2	4	3	3	18
Windhoek	-	2	2	5	5	4	3	21
Keetmans-hoop	3	4	3	8	2	1	1	22
Total	9	26	22	26	21	14	11	129

Table 15. Years of supervision and support services experience by region, 1997

Region	Years of supervision and support services experience					Total
	0-4	5-9	10-14	15-19	20-24	
Katima Mulilo	4	6	1	-	1	12
Rundu	3	11	2	2	2	20
Ondangwa East	8	7	2	-	1	18
Ondangwa West	11	6	1	-	-	18
Khorixas	5	7	3	2	1	18
Windhoek	2	6	9	4	-	21
Keetmans-hoop	13	6	3	-	-	22
Total	46	49	21	8	5	129

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Table 16. Level of education of supervision and support services by post, 1997

Highest qualification	Senior Inspector	Inspector of Education	District Education Officer	Subtotal: Inspectorate	Senior Advisory Teacher	Advisory Teacher	TRC Manager (Regional or District)	Subtotal: Advisory services	Total
Grade 12 or less	1	11	-	12	-	8	1	9	21
Grade 12 + 2 years	-	1	-	1	-	7	1	8	9
Grade 12 + 3 years	1	8	-	9	2	15	2	19	28
Grade 12 + 4 years	4	17	-	21	3	29	1	33	54
Grade 12 + 5 years	2	2	1	5	-	9	1	10	15
Grade 12 + 6 or 7 years	-	-	-	-	-	2	-	2	2
Total	8	39	1	48	5	70	6	81	129

Table 17. Level of education of supervision and support services by region

Region	Highest qualification						Total
	Grade 12 or less	Grade 12 + 2 years	Grade 12 + 3 years	Grade 12 + 4 years	Grade 12 + 5 years	Grade 12 + 6 or 7 years	
Katima Mulilo	1	-	4	5	2	-	12
Rundu	9	1	2	7	1	-	20
Ondangwa East	4	1	4	6	2	1	18
Ondangwa West	3	3	5	7	-	-	18
Khorixas	1	1	6	8	1	1	18
Windhoek	1	1	3	9	7	-	21
Keetmans-hoop	2	2	4	12	2	-	22
Total	21	9	28	54	15	2	129

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2. Critical management issues

(a) Recruitment

Supervisors are recruited by interview. Posts are advertised and anyone may apply. The official requirements are contained in the Wages and Salary Commission document, i.e. BETD plus 3 years' additional degree plus 3 years' experience or BETD plus 12 years' experience. These official requirements are the main criteria for selection. Regional directors and their senior personnel are normally in charge of the recruitment and appointment for the filling of vacancies in the regions. For posts at Head Office, the specific directorate is in charge. Recruitment normally takes place once a year unless there is a very critical vacancy.

There are usually scores of applications for these posts. Motivation for applying varies from getting promotion and a better salary to the prestige that goes with the job.

Problems encountered are that most of the candidates who apply do not meet the official requirements. It is evident that they do not read the advertisements carefully. In most cases, more than 90 per cent of the applicants are male. Females tend not to apply, usually giving 'the vast distances to travel' and 'being away from home/family for a long period' as reasons for not applying.

(b) Career development

Career prospects are open to all supervisors, who can be promoted to Deputy Director, Director or even Permanent Secretary but, of course, such posts are limited. Promotion possibilities outside are equally poor.

(c) Training

Induction and in-service training activities in the area of supervision are virtually non-existent. As far as induction is concerned, in one or two cases there is a type of mentor system where the newly appointed supervisors will be accompanied by seasoned supervisors on visits to schools. The Ministry of Basic Education has held in-service training courses intermittently during the past seven years. However, they were unco-ordinated, unsystematically planned and conducted by different people. There were also no follow-up activities. On the positive side, it should be mentioned that in all cases where the in-service training workshops were held (approximately five for the past seven years), all the inspectors in Namibia have had the training.

As far as the advisory teachers are concerned, the position is very much the same. A lot of unco-ordinated, unplanned training was done by a large number of people, including the Life Science Project and ELTDP, to name but a few.

One main problem at the present moment is the fact that the system of supervision is not organized in exactly the same way in all regions, which makes a national training programme difficult to plan for and manage.

(d) Support for supervisors

There is no professional support for supervisors. There is no professional organization for supervisors. There is no supervisors' manual or Code of Conduct. There are a few standard report forms available.

The development of a Performance Management System (PMS) has just been completed and it is to be introduced in the near future.

This will provide support to supervisors on how to monitor, supervise and support the staff that report to them. Also, a Code of Conduct for teachers is in the process of being developed. This will support the PMS.

(e) Monitoring and evaluation of supervisors

Supervisors are not monitored in the strict sense of the word. In most regions supervisors are set certain goals/objectives at the beginning of the year. At the end of the year, discussions are held to establish to what extent these have been achieved.

In most regions the supervisors fill out a monthly return of activities. This serves the purpose of monitoring their work. After supervisors have visited schools, they write reports which are submitted to the directors. These reports also serve as a monitoring tool.

Although there are performance indicators which were compiled by the Directorate Inspectorate and Advisory services for the implementation of the Performance Management System, these are not yet being used.

The main problem affecting monitoring and evaluation is the lack of a code of conduct, to which must be added the crucial issue that there are no official job descriptions for any job category, which obviously renders monitoring difficult.

3. Budgetary and financial matters

(a) Salaries and allowances

Salaries depend on the post occupied and the years of experience. From this point of view, there are four categories of supervisors on an increasing salary scale.

(i) Head of Department
Principal of Primary School
(ii) Principal Junior Secondary School
Advisory Teacher
(iii) Principal Secondary School
Inspector of Education
(iv) Senior Education Officer

The salaries of teachers and supervisors changed dramatically, in many cases doubled, in 1996 when the new revised structures of the Wages and Salary Commission were introduced. Salaries compare favourably with jobs outside the education system and in most cases are better than in the private sector. There is, however, a very wide gap between salaries of teachers and headteachers, e.g. a graduate teacher with three years' experience earns N$60,000 per annum, as opposed to a principal of a primary school earning N$102,225.

Supervisors do not have additional official sources of income. In rural areas some supervisors have small farming projects or cuca shops (small trading shops). There are financial incentives according to job performance contained in the new performance management system, which is not yet fully operative.

All supervisors receive the same allowances to cover travel costs. Should supervisors travel to other towns, their accommodation costs are paid in full by the government. The meals are calculated to a

maximum of N$70 per day, which is also fully paid by the Government. Should supervisors decide to arrange their own private accommodation and meal, they receive N$70 per day.

The case study in Ondangwa West examined the opinions of inspectors and advisory teachers on their financial conditions. *Table 18* reflects the opinion of the 11 advisory teachers interviewed. About two-thirds were rather unhappy with their salaries, when compared to other public and private employees. Especially those teachers seconded to do the work of an advisory teacher feel that they are underpaid. Some of them said that they do not receive the salary according to the post they currently are acting in, but only that of a teacher. All advisory teachers are paid on time. They are significantly more unhappy with travel and subsistence allowances than with their salaries. Sometimes they run workshops for a week without receiving this allowance. Even teachers who are attending workshops are not getting paid for travel and subsistence. Some said that they prepare their own food when going out to schools. Neither do they receive additional payment for work on Sundays and public holidays. Most of the advisory teachers are experiencing problems with the payment of allowances because they hand in a claim at General Services but do not receive any payment.

Table 18. Financial conditions: opinions of advisory teachers

	Very poor	Poor	Fair	Good	Very good
Salaries	1	6	3	1	0
Allowances	9	2	0	0	0

Inspectors in Ondangwa West find their salaries fair or good. Their main problem is that principals of Senior Secondary schools are receiving a higher salary, thus creating a situation where principals

are not interested in the post of an inspector. All inspectors are paid on time. Their opinion on allowances for transport, travel and subsistence is similar to that of advisory teachers: very poor. They assert that they are not getting any allowances. One says that it seems as if it is expected from inspectors not to make use of any allowances, despite the fact that they are entitled to them.

(b) Budget

Budget allocations are made for support and supervision services by each region under the headings: salaries, travel and subsistence allowance. But these allocations are not earmarked for specific duties or for individual officers. The result is that the precise funds going to supervision and support are difficult to identify and difficult to obtain by the officers.

The situation in the Ondangwa West region is typical. The travel budget is handled by the regional office. It receives an amount for travel and subsistence and is responsible for the distribution of these funds among the different officials. In other words, no allocation is made to individual officers, be they inspectors or advisory teachers. Sometimes restrictions are experienced concerning the allocation of money for transport, resulting in travelling being suspended and staff being unable to visit schools.

(c) Working conditions

In almost all regions, the place of residence of supervisors is in, or close to, the central town where the regional office is located. Only one region so far is an exception, where attempts are being made to build a few inspector offices closer to schools. Accommodation facilities have been added. The region of Ondangwa West, on which some more information is available, is more typical. The Ministry does

not provide accommodation. The average distance between the usual residence and the office is 14 kilometres with the highest distance 32 kilometres and the lowest 3 kilometres. The fact that all live rather close to the regional office means that the distance from their home to some of the schools for which they are responsible can be very great.

In all regions supervisors' offices form part of the regional office complex where they have access to typists/secretaries, clerks and basic equipment. However, this does not guarantee that all officers have at their immediate disposal all the neeessary support staff and equipment. The study on Ondangwa West asked 11 professionals (mainly advisory teachers in the Okahao circuit) about the availability of facilities and services. *Table 19* summarizes their answers. All have indeed office space and a telephone; all but one have access to a fax and a photocopier and, in eight cases, a computer. The main problem is with support staff: only one has a typist and clerical staff. Seven of the officers are 'rather satisfied' with their material working conditions, two were 'rather unsatisfied' and a further two 'totally unsatisfied'. The situation of the inspectors of Education in the Ondangwa West region is better. Three of the five inspectors are 'rather satisfied', one is 'totally satisfied' with the material working conditions, with only one expressing dissatisfaction.

Table 19. Working conditions of supervision and support staff in Ondangwa West

Facility	Availability		If yes, condition		
	Yes	No	Unsatisfactory	Satisfactory	Excellent
Individual office space	1	10			
Shared office space	11	0	6	4	1
Transport facilities	7	4	4	2	1
Computer	8	3	2	5	1
Typewriter	1	10		1	
Photocopier	10	1	4	4	2
Filing cabinet	8	3	1	5	2
Telephone	11	0	1	6	4
Fax	10	1		7	3
Typist	1	10			1
Clerical staff	1	10		1	

In all cases, however, one of the main irritations, in addition to shared offices, concerns the transport facilities. In principle, in all regions, the inspectors have access to motor vehicles. But in some cases, there is a shortage of vehicles. In most regions, therefore, transport is organized in such a way that the advisory teachers travel with the inspectors when visiting schools.

The situation is similar in the Okahao circuit: advisory teachers and the inspector are making use of government vehicles that were allocated to the regional office. Sometimes, because of financial constraints and the shortage of vehicles, no visits can be organized. Some of the advisory teachers make use of the vehicles of certain projects, which are supporting the Ministry of Basic Education and Culture.

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III. DAILY OPERATION OF SUPERVISION AND SUPPORT SERVICES - RESULTS OF A CASE STUDY

Introduction

The Ministry of Basic Education and Culture consists of seven educational regions. Ondangwa East and West are two regions that were neglected because of the political situation of the past. They are situated in the North of the country. This area has more than half of the population of Namibia and was to a great extent the centre of the war for freedom and independence. For the purpose of this case study, we focused on the Ondangwa West region which has a very big rural population. This educational region is made up of two political regions, namely, Oshana and Omusati.

At the time of the study, there were 356 schools in the Ondangwa West region, **202** Primary (Grades 1-5), **136** Combined (Grades 1-10 or Grades 4-10 or Grades 7-10) and **18** Secondary schools (Grades 6-12). The region had a total of 4,079 teachers. There were eight inspection circuits each headed by an inspector. The case study gave special attention to one circuit: the Okahao circuit. It represents 42 schools with 440 teachers and 13,082 learners and it consists of seven school clusters.

The clusters are in the hands of facilitators who are senior subject teachers who are organizing workshops with the assistance of the advisory teachers and, in some cases, with counterparts who are senior teachers, seconded to do the job of an advisory teacher.

Since this case study focuses specifically on Okahao circuit, it is useful to look at the policy that guides the operation of schools in this circuit. Following are some relevant quotes from a policy

document prepared by the Okahao circuit. The document contains some 26 sections; only those of interest to this study have been retained.

Okahao circuit policy

Objectives

- To help principals and teachers in administering schools;
- to enhance uniformity in our circuit for improving proper school functioning;
- to enable principals and teachers to know the areas in managing and administering schools;
- to enhance effective teaching and learning in our schools;
- to enable the inspector, when visiting schools, to concentrate on areas in which principals and teachers need more assistance.

School structure

For a school to function properly, it should have a structure which should be visible to any person who may visit the school. This structure should indicate all parties involved in the administration and management of the school (e.g. Principal, Deputy Principal, Management Committee) etc. Each structure should know its function and responsibilities. More importantly, each structure should be provided with a duty sheet.

School policy

Any organization/school is established and operates with specific objectives in mind. In this regard each school must have a 'School Policy'. This document must be a clear-cut statement/ guideline of its aims and objectives, setting out what is to be achieved. School managers should compile a policy in which they inform people how they want things to be done in a specific direction. Therefore, each school in our circuit must have a 'School Policy'. The policy should include inter alia: general teaching organization, subject policies, the

use of teaching aids, teaching methodology, remedial work, communication, the use of facilities (e.g. library) etc. The policy should also include policies on cultural activities, sports, hostels, control of school development fund, buildings and maintenance. The policy should be discussed by all parties involved, before it is implemented. Furthermore, the policy should be implemented in line with the Ministerial policies. The manager (principal) should make sure that each staff member receives a copy of the policy document.

Subject policy

The success of every examination outcome depends to a large extent on the subject management and administration. Therefore, it is the responsibility of every subject head at the school to make sure that there is a 'subject policy' for each subject. The subject policy should clearly stipulate how the teachers concerned are going to handle the subject matter. For example, the subject policy should indicate how teachers are going to handle testing in their respective subject. The subject policy should be approved by the principal before it is implemented. It is also the responsibility of the subject head to make sure that subject meetings are conducted regularly to evaluate, discuss and to bring in new innovations within the subject area. It is also suggested that subject meetings should be held at the beginning of each term or when it is deemed necessary, e.g. when a teacher has attended a workshop, he/she has to brief the other teachers on the new development surrounding the subject.

School board

The 'school board' is the officially appointed and recommended governing body of the MBEC. Therefore, each school must elect a school board out of parents whose children are schooling at that specific school and parent community. The composition of the school board should be on equal representation. This body should consist of members from the teaching staff and parents. The term 'equal representation' means if five parents have been elected for the school board, there will also be five teachers on the same board.

This will also apply to the number of students at senior secondary schools. It should be understood that this body is a decision-making body at the school. Hence, this body should meet regularly to discuss school-related matters.

Parental involvement in education

Research and experience have proven that active and meaningful involvement by parents is essential for effective schooling and that the school which values parents' involvement tends to be more successful. Because parents are responsible for their children, they need to get involved in issues that concern their children. Parents should be given a place in the education system through parents' meetings, parent-teacher associations or school boards. Parents' meetings should be conducted once a year, or as deemed necessary. It is therefore expected from each school in our circuit (and this is more specifically to the principal) to promote a relationship between the school community and the general community. Inspectors should be invited to attend parents' meetings to brief them about Ministerial policies.

Complaints and requests

While executing our duties, we encounter problems which need to be attended to. Principals and teachers are requested not to hesitate to report whenever problems occur as this will also enable our office to tackle the problems. If this happens, the following procedures should be adhered to. The teacher concerned should report the matter to the principal, the principal should report to the inspector, who should report the matter to the Regional Office. That is to say, no teacher will leave school to attend to her/his problems which have not even been brought to the attention of the principal or inspector. This should be allowed only in exceptional cases, after the principal and the inspector have endeavoured to do their utmost to help the teacher. Only then will a teacher be given a note addressed to the Regional Office in which the problem concerned is articulated, which will enable him/her to be attended to. When it comes to

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conflict, we should learn to solve our problems internally before outside parties are to be involved.

Workshops

To acquire knowledge, skills and new teaching methodology, attending workshops, whether on a National, Regional or Circuit level, is vital. Therefore, each teacher in our circuit who is invited to attend a workshop must attend. On returning from a workshop, feedback should be given to all teachers concerned (teachers who are teaching the same subject). In the case of circuit facilitators, the facilitators have to report to the Circuit Inspector so that a circuit base workshop can be planned and conducted. Any teacher who fails to attend a workshop should state reasons (valid) why she/he failed to attend a workshop. This should be done in writing.

Teachers conferences/meetings

Each year (this depends on the decision of the Circuit Advisory Committee), a conference or a mass meeting will be held. Teachers should understand that conferences/meetings are not prescriptions from the Regional Office, but our own gatherings so as to address our own needs. Teachers conferences/meetings are compulsory for all teachers. Teachers who will not be able to attend the conference or meeting should inform the inspector in writing via the principal. Only teachers with valid reasons for being absent will be excused.

1. Basic data

The structure of supervision and support services in the Ondangwa West region is no different from other regions: in the regional office, three divisions have a role to play: the Advisory Services Division; the School and Hostels Management Division; and the Teachers Resource Centres Division. Within the schools, senior staff and school boards are also given tasks related to supervision

and support, as described in the circuit's policy. Between the regional office and the schools are the circuits and the clusters, which ensure a close relationship between the different actors.

Following are some basic facts and figures about supervision and support services in the Okahao circuit.

The circuit is headed by an inspector, supported by two secretaries, a clerk, a messenger, and a cleaner. The number of posts for advisory teachers in Ondangwa West is 23. Out of these, only 8 are filled while 15 are still vacant. These eight advisory teachers service not only the Okahao circuit, but also the other seven circuits. The circuit, as earlier indicated, has 42 schools and 440 teachers. The number of teachers in the whole region is 4,079, which makes it almost impossible for the eight advisory teachers to provide an effective service. They are on average responsible for 34 primary and 16 secondary schools and for 426 primary and 159 secondary teachers.

Three of the advisory teachers are men, the other five are women. Their age varies from 32 to 48, the average being 36. On average, they have 13 years' experience in the education system: almost eight years as a teacher, two as a headteacher and two as an advisory teacher. Their academic qualifications vary between Grade 12 a BA degree to a B. Ed.

The inspectors of education in the Ondangwa West region are ten in number, eight of whom are men. Their average age is 54. They have, on average, nine years of experience as a teacher, about ten as a headteacher or deputy and about six as a supervisor. Their qualifications are not very different from those of the advisory teachers. The one inspector of education responsible for the Okahao circuit, is a man who has had the following career: four years as a teacher, ten years as a headteacher and four years as a supervisor.

The number of schools under his responsibility: 39 primary and 3 secondary; the number of teachers under his responsibility: 380 primary and 60 secondary.

As part of this case study, information was collected from among all the eleven advisory teachers of the Ondangwa East and West regions, seven inspectors of the different circuits in Ondangwa West and 11 of the 42 school principals in the Okahao circuit.

2. Planning and workload

Normally the advisory teachers or inspectors do their own planning by year and by trimester. The senior advisory teacher or the senior inspector approves the programmes. While the inspector in Okahao has responsibility only for the schools in that circuit, the 8 advisory teachers are responsible for subjects throughout the whole region. In most of the cases no norms and regulations exist such as number of teachers or schools to be visited and/or number of reports to be written per year, etc. In some cases supervisors define their own norms. Some of these, mentioned by the staff interviewed, are as follows:

(a) Number of schools to be visited per term, between 40 and 100;
(b) Number of teachers to be supervised per term: 40;
(c) Number of reports to be written per term: 9;
(d) Other:
Regional workshops: 1 per term,
Circuit workshops: 1 per term,
Cluster workshops: 4 per year.

In most cases where norms are in existence, the advisory teacher or the inspector are not in a position to meet these norms. The reasons are: lack of transport, long distances to travel, and unforeseen circumstances, like requests from Head Office.

Both the advisory teachers and the inspectors were asked what activities take up most of their time, what they consider their most and least important tasks and how their time is distributed over different activities. The answers given were not all the same and the picture presented in the following paragraphs shows that diversity.

Analysis of the work of advisory teachers

The following were among the tasks mentioned as those taking up most of the time of the advisory teacher:

- school visits;
- development of materials;
- in-service training workshops;
- administrative work like writing reports;
- assisting cluster workshops and observing;
- travelling to schools to plan with facilitators cluster workshops;
- supervision of the Molteno Project.

The following were mentioned as the most important tasks, irrespective of the time devoted to them:

Task 1	Task 2	Task 3
• School visits	• Development of materials	• Trying out new ideas
• Training of teachers	• School visits	• Planning in the office
• Conducting workshops	• In-service activities	• Visiting teachers in classrooms
• Planning workshops	• Running of workshops for facilitators	• Supervising teachers
• Writing reports	• Advice to teachers	• Follow-up visits
• Rendering professional support to teachers	• Attending cluster workshops	• Planning workshops
		• Observing teachers
		• Development of materials

When asked for their least important tasks, the advisory teachers quoted the following:

- photocopying;
- arranging transport;

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- organizing a winter school;
- meetings;
- administrative tasks (typing, writing reports);
- sending out invitations for workshops;
- answering telephone.

On average advisory teachers spend about 58 per cent of their time on pedagogic tasks and 42 per cent on administrative tasks. These latter tasks include purely secretarial duties (photocopying, typing reports, filing, sending mail to schools), more administrative work (arranging transport and accommodation for workshop officials) and some tasks which are linked to pedagogical activities (preparation of courses and examination committee meetings).

The following figures in *Table 20* are approximate averages of the estimated time devoted by the eight advisory teachers to different types of activities during an average month.

Table 20. Time-budget of advisory teachers

Tasks	Time devoted %
Teacher training and development	35
Office work	25
School visits	18
Report writing	14
Attending meetings	7
Other: Personnel development	less than 1
Examinations	less than 1
Total	100

Analysis of the work of inspectors

Inspectors were interviewed in a similar fashion as advisory teachers. The following were mentioned as the tasks that take up most of their time:

Task 1	Task 2	Task 3
• Meetings	• Office work at region and circuit	• Administrative work
• Problem solving	• Counseling at schools	• Inspections
• report writing	• inspection and school visits	• report writing
• school visits	• Workshops	• meetings

The tasks they considered most important, irrespective of time, were the following:

1. Inspections
2. Supervision;
   training of principals;
   report writing;
   counselling;
   office work.
3. Meetings;
   delivering materials to schools;
   administrative work.

Among the tasks mentioned as the least important, were the following:

- Attending meetings;
- addressing learners and teachers;
- delivering messages to schools;
- signing leave forms of teachers;
- collecting mail.

Inspectors spend more time on administrative tasks than advisory teachers: about 62 per cent of their work is devoted to administration

and 38 per cent to pedagogical matters. Administrative tasks include office work (report writing, correspondence, writing letters and filling in leave forms) and organizing and attending meetings. The following *Table 21* represents the approximate percentage of time devoted to different types of activities during an average month.

Table 21. Time-budget of inspectors

Activity	Percentage
School visits	34
Office work	25
Attending meetings	12
Report writing	11
Teacher training and development	9
Other:	
workshops	4
counselling	2
parent meetings	2
clerks' and school secretaries' matters	1

3. School visits

(a) By advisory teachers

Types of visit: Advisory teachers make a distinction between four types of visit:

Type of visit	Average duration	Individual/team visits	
Advisory visits	3 days	x	x
Follow-up visits	2 days	x	x
Teacher inspection	1 day	x	x
Panel visits	3 weeks		x

All visits can be undertaken by an individual officer or by a team, except a panel visit which is always handled by a team and which covers, over a fairly long period (up to three weeks), different establishments.

Coverage: On average, the advisory teachers succeeded in visiting 21 per cent of the schools and 24 per cent of the teachers under their supervision. The reasons they give for not being able to visit more schools and/or teachers are as follows:

(a) In-service training of advisory teachers is time consuming.
(b) Sometimes there are travel restrictions because of financial constraints.
(c) The numbers of teachers and schools is too high for all of them to be covered in one year.
(d) Interruption of programmes by unforeseen circumstances.
(e) Much time is taken up with the production of materials and running of circuit-level workshops.

Preparations: Different criteria are used for selecting the schools for advice:

(a) Poor performance of a school or teacher.
(b) Availability of materials and assistance to schools far away from centre.
(c) When assessing the ability of a teacher to be appointed.
(d) Follow-up visits.
(e) Problem situation in schools.
(f) Implementation of new grades and syllabus.
(g) Motivated request from schools.

Normally the following preparations are made before visiting a school:

- determine the aim of the visit;
- develop materials if needed;
- get permission from supervisor;
- organize transport;
- make arrangements with principals and ask for their support, or go without prior arrangements.

The following information is obtained, about the school, before the visit:

- number of teachers for the subject;
- school timetable;
- distance of school from centre (if applicable);
- condition of roads;
- the grades the school is offering;
- examination results;
- Teacher/learner ratio.

Seven of the eleven advisory teachers prefer to inform teachers 'always' in advance of visits while four only do so 'sometimes'. Nine feel that notice of a visit should be given in advance because:

(a) the teacher should be available;
(b) the teacher should be prepared.

Two have the opposite point of view because:

(a) the advisory teacher should observe the teacher in a normal situation;
(b) the teacher may do 'window dressing', thus creating a false picture.

Only recently, written draft supervision guidelines were given to some advisory teachers. Seven of the eleven say that they did not receive any and are undertaking supervision according to what they think correct.

The conduct of a visit: The following steps form part of a typical school visit:

(a) Go to the principal and communicate the aim of your visit.
(b) Have a discussion with the teacher before the lesson starts.
(c) Observe lesson.
(d) Give teacher the opportunity to discuss the lesson given.
(e) Discuss the successes and failures in the lesson and recommend corrective actions.
(f) Discussion with subject group.
(g) Debriefing of principal. Write report.
(h) Make copies of report and distribute.
(i) Make follow-up to see whether corrective actions were implemented

(b) By inspectors

Types of visit: The following are the types of visit that the inspectors conduct. The duration differs from half a day to two days. Almost all are undertaken by a single inspector.

Type of visit	Average duration
Full inspection	1 day
Follow-up	1 day
Courtesy	½ day
Institutional school inspection	2 days
Teacher inspection	½ day

Coverage: Inspectors in Ondangwa West succeeded last year, on average, in visiting two thirds of the schools and just under half of the teachers for whom they are responsible. The reasons for not visiting all schools were quoted as follows:

(a) Too many schools allocated to one inspector.
(b) Long distances.
(c) Unforeseen activities of the Ministry.
(d) Meetings and workshops.
(e) Lack of finances and vehicles.

Preparation: Criteria used for selecting schools for supervision are as follows:

(a) random selection;
(b) need to solve specific problems;
(c) follow-up visits;
(d) priority concerning overall needs.

Inspectors noted that the preparation they undertake before visiting a school is twofold: to determine the aim, and, in function of the aim, decide what should be the detailed objectives and tasks, e.g. full inspection of the school, courtesy visit, etc. The information normally consulted before visiting a school includes:

- previous inspection reports;
- examination results;
- information about teachers;
- information about problems that the principal may be experiencing.

In principle, all inspectors inform schools in advance when visiting them. They think this is important so as to make sure that teachers are available or are prepared for the visit (e.g. meeting, panel

inspection, etc.). In some cases, however, school board members request circuit inspectors not to inform principals because they want inspectors to see the school as it is normally run. Most of the inspectors are provided with supervision guidelines for visits and they follow them regularly.

The conduct of a visit: A detailed description of a school visit by an inspector includes the following elements:

(a) attend the opening of the school in the morning and give a short speech;
(b) have a discussion with the principal concerning the visit;
(c) get certain information from the principal, such as:
- school timetable,
- arrangements to meet teachers responsible for certain management tasks, e.g. the attendance registers, stock control, financial control, etc.,
- time to have a discussion with the principal,
- time to have a debriefing with the principal;

(d) go through the supervision guidelines;
(e) make notes of positive and negative aspects;
(f) have a discussion with the personnel;
(g) have a discussion with the principal;
(h) write report and send it within a week to the school, the senior inspector and the Regional Management Team.

4. Reporting

The situation in Ondangwa West differs on some points between inspectors and advisory teachers. Most interviewed inspectors confirm that they always write inspection reports for all visits. Some however concede that they do so 'very often, not always' or even, in

the case of, for example, courtesy visits and also institutional school visits, only 'sometimes'.

Table 22 contains the answers of the 11 advisory teachers, when asked about the regularity of their reporting on recent visits. Not all answered for each type of visit.

Table 22. Regularity of reporting

Type of visit	Never	Sometimes	Often	Very often	Always
Full inspection	0	0	0	0	1
Institutional school inspection	0	9	0	0	2
Teacher inspection	0	0	0	2	4
Advisory visits	0	1	0	1	5
Follow-up visits	1	1	0	0	3
Courtesy visits	0	0	0	0	1
Panel visits	0	0	0	0	1

Inspectors sometimes conduct inspections of all subjects and only write one report. Some write reports for every visit because they need the findings (negative and positive) to do follow-up visits. Some feel that report writing takes too much time and a trimesterly report seems to be the right way to go.

Seven of the eleven advisory teachers interviewed said that no standardized formats for supervision reports exist. The others, who received a standardized format, commented that these formats are very important because they include all the activities that need to be reflected upon. Those who received the formats therefore always follow them. As far as inspectors are concerned, standardized formats exist for school visits and teacher inspections, but some inspectors

of the Ondangwa West region are not sure if these exist, while others do not always use them.

Inspectors discuss the report, before it is finalized, with the teacher visited, the principal and the senior inspector, who should all receive a copy of the report. On occasion another copy is sent to the school board. Sometimes the following people are also contacted: advisory teacher(s), planners, the director of the region.

Advisory teachers normally consult with the teacher concerned, the principal and sometimes the head of department in the school, the senior advisory teacher and the circuit inspector, before the final report on a visit is written. The discussions, especially with the teacher, have proved very useful because corrective actions can directly be applied. The following people receive copies of reports by advisory teachers:

- at school level: – the subject teacher,
  – the principal;
- within the administration: – the circuit inspector,
  – the regional director,
  – the senior advisory teacher,
  – the regional co-ordinator,
  – planner (if applicable).

The following suggestions concerning reports and discussions of reports, made by different staff, can be noted with interest:

(a) keep reports short and to the point and concentrate on good and positive recommendations;
(b) if recommendations were made that need to be acted upon by other divisions (e.g. general services), these divisions should give attention to such recommendations;

(c) you should have understanding and sensitivity for other people's needs and feelings;
(d) principals should read reports and act accordingly;
(e) there should be a specific format for the different reports;
(f) more practical assistance should be given when visiting a teacher.

The persons interviewed had different views on sending the school inspection report to the school board. The following statements reflect that diversity of opinion:

(a) such an action would be useful if the board members were able to read and would understand the content of the reports;
(b) sometimes it might create conflicts;
(c) it is not professional to give a personal report to a school board;
(d) if the content of the report is only concerned with general subjects, there is no need for the school board members to get a copy;
(e) sometimes it may be of value if the school board is interested in knowing precisely what is going on in the school;
(f) parental involvement should be encouraged, so that they take keen interest in school affairs;
(g) in primary schools where there are no learners on the school board it might be useful to ensure that reports are made available to board members.

5. Follow-up, including use of reports

On this issue, information was collected only from among advisory teachers and not from inspectors.

Almost all interviewed advisory teachers responded that they undertake 'from time to time' follow-up visits to find out whether

advice and recommendations are being implemented. None does so 'regularly', while one 'never' does so. Time plays a big role. Advisory teachers are overloaded and do not have time for follow-up visits. *Table 23* shows the extent of satisfaction with the level of follow-up action taken on the advice and recommendations of the advisory teacher, respectively, by the school and by the administration (nine advisory teachers responded).

Table 23. Satisfaction with follow-up

	Totally unsatisfied	Rather unsatisfied	Rather satisfied	Totally satisfied
At school level	1	5	2	1
Within the administration	2	2	4	1

A majority of advisory teachers feel that standards in schools do not improve. Teachers seem not to follow the advice and recommendations. It is difficult to convince them to accept new ideas and changes. The teachers know that follow-up actions will not take place and lack dedication and commitment. No feedback is received from supervisors and/or administrators who receive reports. Only in very rare cases do they follow up on recommendations made in reports. On the other hand, in those cases where such follow-up has been undertaken, clear evidence of improvement can be observed.

Advisory teachers were also asked to make an evaluation of the impact of their work on schools. Seven of the ten who responded believe that they have 'strong impact', three that they have 'fair impact'. They noted that:

- the advice given was well taken;
- teachers appreciate the fact that their knowledge about teaching has improved;
- changes occur after visits;

- the increase in the pass rate shows improvements;
- teachers have grown in confidence, competence and teaching skills;
- subject organization in schools has improved considerably;
- comments of teachers are encouraging.

While not one of the respondents believes that they have no or only little impact, they nevertheless identified measures to be taken in order to increase their impact:

- principals should be encouraged to be internal supervisors and to check in particular on the implementation of recommendations;
- more school-based support by heads of departments should take place;
- more advisory teachers should be appointed;
- effective follow-up activities should be organized; the impact is bigger when follow-up visits take place;
- increased support from other support sectors, such as the inspectorate, should be available;
- transport should be available.

IV. OVERALL ASSESSMENT

1. Impact on school functioning and quality

Advisory teachers definitely feel that they have made an impact on the schools. The situation in some schools has improved visibly over the last two years. *Tables 24 and 25* show the opinion of nine schools on the areas covered by supervisors (inspectors as well as advisory teachers) and the nature of the impact.

Table 24. Areas covered by supervision, as assessed by schools (in percentages)

	Not covered	Partially covered	Fully covered
Administration of the school	34	44	22
School infrastructure	22	44	34
Availability of teaching/learning materials	33	33	32
Development and use of teaching/learning materials	33	55	12
Teacher presence	22	33	45
Teacher lesson preparation	22	33	45
Classroom teaching and lesson delivery	22	23	55
Student presence	22	23	55
Student performance	22	11	67
Relations between staff	45	55	0

This table firstly shows the diversity of responses between schools. It indicates also that the area least looked at is that of relations between staff. The aspects most supervised relate to student performance and presence, followed by teacher performance (lesson preparation and delivery) and presence.

Table 25. Impact of supervision on different aspects of school life, as assessed by schools (in percentages)

	Level of impact					
	Negative	None	Limited	Fair	High	Very high
Administration of the school		14	14	44	28	
School infrastructure		12.5	12.5	37.5	37.5	
Availability of teaching/ learning materials		14	14	14	44	14
Development and use of teaching/learning materials		14	14	44	14	14
Teacher presence		14	14	14	44	14
Teacher lesson preparation		14		14	58	14
Classroom teaching and lesson delivery		11	11	11	55	12
Student presence		12.5	25	12.5	37.5	12.5
Student performance		14		43	29	14
Relations between staff		14	29	14	29	14
Teacher motivation		12.5		12.5	62.5	12.5
Staff development		14		28	44	14

All schools agree that the impact of supervision visits is never outright negative. Schools feel a positive impact especially on the following aspects, in decreasing order: teacher motivation, teacher lesson preparation, classroom teaching and lesson delivery, followed by teacher presence and staff development. For each of these areas, more than 50 per cent of schools assess the impact to be 'high' or 'very high'. At the same time, some schools consider that supervision has only limited impact on the same areas. The aspects where impact is lowest, are relations between staff, an issue little covered (as we saw above), and student presence.

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To strengthen the impact on schools, supervision and support staff consider that actions are needed in different fields.

The organization of the services needs to be improved. The issue of lack of job descriptions for both inspectors and advisory teachers is very urgent. Many at times find themselves doing jobs that professionally do not fall under their domain, but because they do not have a written job description, they are unable to challenge or question such assignments. There is also a problem of co-ordination. The different services involved in the delivery of support to teachers agree that they do not co-ordinate their activities. When reports on visits are written by one service, they are not shared across those involved. There is, therefore, a greater need to ensure that information is shared by all concerned. A better-organized service needs also to rely more on school-based support.

Several management issues also need to be addressed:

- Numbers of staff: in Ondangwa West, for instance, many posts are left vacant. The number of advisory teachers should be boosted from eight to at least sixteen.
- Improved transport to allow staff to frequently visit schools. In addition, greater budgetary allocation particularly in the area of transport should be guaranteed, if meaningful results are to be achieved.
- Provision of office accommodation should be investigated further. The question should also be asked if it is acceptable for advisory teachers to operate from the teacher resource centres? It would be much better if they were allocated individual offices, or a bigger space where they could provide a one-on-one assistance to teachers which allows for privacy.

- Especially inspectors felt that they need more training, e.g. in how to implement reforms and how they should assist principals in this regard.

Finally, in order for change at school level to take place, schools need to be provided with sufficient teaching and learning materials. The services involved complained about late delivery of both teacher and learner materials, to such an extent that sometimes books are delivered during the last term making it impossible to effectively utilize them. While this is an area in which supervision and support staff are not directly involved, the absence of action in this field seriously limits the possibility of schools to respond to supervision recommendations.

2. Synthesis of main problems

The list of problems, mentioned at a national level or collected as part of the case study, is quite long. At the risk of repeating some points raised before, we have in the following paragraphs summarized them.

Firstly, at the time of writing this report, a number of basic issues in setting up an effective supervision system were not yet in place. The functions of the different directorates were not clearly defined and job descriptions for both inspectors and advisory teachers still should be developed. In addition, co-ordination between services needs to be given more attention.

There are, secondly, some problems related to recruitment. While recruitment procedures are quite effective, there is a problem with vacancies, especially among advisory teachers, as was seen clearly in the case of Ondangwa West. Candidates are not lacking, but many do not have the required qualifications. In addition, certain officials are

appointed to posts without having sufficient knowledge about their environment and their own functions. This relates to a third issue: training. Supervision and support staff request that newly appointed inspectors and advisory teachers should always receive in-service training or induction courses before they start working.

Material conditions offer a fourth challenge. Generally, good facilities exist for officials in the head office and in regional offices. However, budgetary constraints, which regularly occur, obstruct the smooth functioning of the services. As a result, from time to time, no transport is available or it is limited to a pre-determined number of kilometres per month. This, because of the long distances to schools, makes it in actual fact impossible to reach all schools. In some cases, supervisors also feel that the support the regional offices offer them is insufficient.

Supervisory staff have too many schools and teachers to cover to be able to visit them all regularly. This implies that proper planning and co-ordination of visits to schools should be done, particularly in the face of budgetary and transport limitations. This however is not evident, when many supervisors note that they face an unsatisfactory flow of information and lack a proper management system.

Attitudes of supervisors are generally supportive to teachers, even under conditions that are not always satisfactory. But it was noted in the case study that their communications with schools could be improved and that they should strive to establish discussion with the parents on issues affecting the relationship between schools and the community.

A particular problem concerns the level of salaries. The salaries of inspectors should be rectified so that a principal of a secondary school will not earn more than an inspector. This creates a situation whereby

an inspector's authority may not be respected by the principals, which makes it more difficult to recruit capable and experienced principals to become inspectors.

3. Present trends and innovations

At national level, closer co-ordination is sought between the different directorates involved in school and teacher supervision and support. There was, at the moment of writing this report, talk of amalgamating the Directorates 'Inspectorate and Advisory Services', 'Educational Programme Implementation' and 'Special Education'.

A Performance Management System is being developed to cover all public servants, including supervisors and teachers, with the aim to enhance standards in school management.

The central level is also taking steps to offer more support to supervisors and school managers. An administrative manual for school principals has been compiled to serve as a reference document and to be used for inducting new principals. Management courses are being held at all regional offices and in headquarters to improve the management skills of officials and to unite groups for better co-operation and productivity.

Regional offices have taken, from time to time, steps on their own. Three such initiatives can be mentioned with regard to Ondangwa West:

- Appointment of counterparts: senior subject teachers are seconded to do the work of an advisory teacher. This alleviates the pressure created because of a lack of advisory teachers. Currently three such secondments exist on the Ondangwa West establishment.

However, it is not certain if these staff, when successful, will be appointed to become advisory teachers.

- Establish inspection circuits: the region has been divided into circuits to bring the inspector, who is staying in the circuit, closer to the school. This allows for problematic situations to be resolved quickly.
- Within circuits, clusters are organized. There are three established clusters in the Okahao circuit. Advisory teachers and counterparts organize workshops for teachers of the clusters, which helps to reach more teachers simultaneously. This is especially useful as there is great shortage of advisory services to cover all schools. It must be said, however, that the workshops also compound the fact that advisory teachers seldom or never see the teacher performing in the classroom.

Chapter III

School supervision in Tanzania

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LIST OF ABBREVIATIONS

BEMP	Basic Education Master Plan
CIS	Chief Inspector for Schools
DAO	District Academic Officer
DBSPE	District-Based Support of Primary Education
DCIS	District Chief Inspector of Schools
DED	District Executive Director
DEO	District Education Officer
DSA	Daily Subsistence Allowance
DSLO	District Supply Logistics Officer
ETP	Education and Training Policy
HQS	Headquarters
LA	Local Authority
MANTEP	Management Training for Education Personnel Institute
MOEC	Ministry of Education and Culture
PMO	Prime Minister's Officer
PSI	Primary-School Inspector
SC	School Committee
TRC	Teacher Resource Centre
TTC	Teacher Training College
TTU	Teachers' Trade Union
WEC	Ward Education Co-ordinator
ZCIS	Zonal Chief Inspector of Schools

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INTRODUCTION

Country background

The United Republic of Tanzania consists of the area formerly known as Tanganyika and the Islands of Zanzibar and Pemba. It has an area of 945,090 square kilometres, with a population of about 32 million in 1998. The official languages are Kiswahili and English. The Republic is a federation and, as such, two separate Ministries of Education exist: one for Tanzania Mainland and another for Zanzibar. This diagnosis concerns Tanzania Mainland only.

Tanzania Mainland is divided into 20 administrative regions which are subdivided into 113 districts. The regions have been grouped into seven Educational Zones.

The seven zones are as follows:

Zones	Regions	Number of districts
Central	Dodoma, Singida	9
Eastern	Morogoro, Pwani, Dar es Salaam	14
Highland	Mbeya, Iringa, Rukwa	18
Lake	Mwanza, Mara, Kagera	18
Northern	Tanga, Arusha, Kilimanjaro	22
Southern	Mtwara, Lindi, Ruvuma	15
Western	Tabora, Kigoma, Shinyanga	17
7 zones	20 regions	113 districts

The formal education structure is 2 - 7 - 4 - 2 - 3+, that is two years pre-primary, seven years of primary, four years of secondary ordinary level, two years of secondary advanced level and three or more years of university education. Pupils can undertake a two-year

teacher-training course after successfully completing 'O' level (end-of-secondary) or Advanced level.

Enrolment

Below in *Table 1* are the enrolment statistics for primary education for the period of 1992-1996.

Table 1. The evolution of enrolment in primary education

	Total	% Female	% Increase on previous year
1992	3,603,488	49.1	2.6
1993	3,736,734	49.2	3.7
1994	3,796,830	49.3	1.6
1995	3,877,643	49.4	2.1
1996	3,942,888	49.5	1.7
1997	4,057,965	49.	2.9

Source: Basic Statistics in Education, 1992-1997.

The above table shows that there is almost a balance in the enrolment of boys and girls. However, to have complete equity between sexes, the number of girls enrolled should be somewhat greater than that of boys because census data have revealed that there are more girls than boys in the country. It is also evident that there has been a fluctuation in the rate of enrolment over this period. Taking into account that the population growth over this period was about 3.0 per cent yearly, there has been a decline in the enrolment ratio. One major problem in primary education is drop-outs. The drop-out rate is estimated to be 6 per cent per annum. As a result of the decline in the enrolment ratio and a high rate of drop-outs, the illiteracy rate has risen from 10 to 16 per cent between 1986-1992.

This means that the number of illiterates has grown from 1.4 to 2.6 million over the same period.

The factors that contribute to the decline of the enrolment and high drop-out rate are a decline in parental confidence in the value of the present primary-school system, which is facing many problems. Different studies have identified some reasons contributing to truancy and drop-out in schools:

(a) teachers do not keep the children busy enough in instructional activities, as a result the children feel they are not learning anything;
(b) schools are poorly resourced and children feel that going to school is a waste of their time;
c) some schools use corporal punishment for all types of misbehaviour and misconduct, including failure to perform well academically;
(d) in some schools, farm activities occupy most of the day and therefore pupils do not get into classes to learn;
(e) many schools do not send children to secondary schools at the end of primary because of poor performance in schools examinations;
(f) over-sized classes account for pupil fall-out because they do not receive individual attention;
(g) pregnancies among girls.

Finance

After 1967, with the declaration of *Education for self-reliance*, the government committed itself to providing free education at all levels. However, the government budget allocation to education has been declining, as the government does not have enough resources to continue financing primary education wholly. To date, school fees

and participation of the private sector have been reintroduced as a way of increasing finance to education. However, the education sector is still under-financed and it relies heavily on donor support. The share of the national budget, excluding debt servicing, allocated to education has declined since the late 1970s; this is especially true for capital expenditure, as evidenced by deterioration in school quality, equipment and performance.

Quality issues

The provision of basic education in Tanzania is compulsory. Universal Primary Education, introduced in 1977, brought about a surge in enrolment, accompanied by an increased need for classrooms, more teachers, and more resources. Although there is a decline in net enrolment, the number of those children who actually attend school is still high. This has meant that most schools are in need of classrooms, well-trained teachers and teaching materials, if quality is to be ensured.

It is estimated that 70 per cent of the 11,130 primary schools are in a state of disrepair. Furthermore, essential school facilities such as instructional materials are in short supply. For example, it is estimated that textbook availability ranges from one book per three students to one book per 13 students. This is due to poor distribution, or insufficient production and an under-developed book-care and management system in schools. Exercise books and teachers' guides are also in very short supply.

These problems, together with inadequate deployment of teachers, under-qualified teachers, and a weak teacher-support system all contribute to low performance in basic education.

In 1996, the Ministry of Education and Culture (MOEC) launched the Education and Training Policy (ETP), whose main objective is to achieve an efficient, comprehensive education and training delivery system.

The Basic Education Master Plan of 1997 (BEMP) has set out plans to:

- arrest enrolment decline and stagnation;
- revitalize quality;
- optimize the use of existing resources; and
- ensure an equitable and effective system of financing education.

The BEMP seeks to improve quality by focusing on student achievement, as well as encouraging low-enrolment districts to enrol more pupils. Through budgetary aid and empowering school committees as well as private-sector participation, the current problems are expected to be resolved.

I. GENERAL OVERVIEW OF SUPERVISION AND SUPPORT SERVICES

In Tanzania the supervisory and support system includes several actors:

- Primary-School Inspector (PSI)
- District Education Officer (DEO)
- District Academic Officer (DAO)
- District Supplies and Logistics Officer (DSLO)
- Ward Education Co-ordinator (WEC)
- School Committee (SC)
- Teachers' Resource Centre (TRC)
- Teachers' Training College (TTC)
- Teachers' Service Commission (TSC)
- Teachers' Trade Union (TTU).

In the context of this diagnosis, we will focus mainly on the Primary-School Inspector, the District Education Officer, the School Committee and the Teachers' Resource Centre.

1. Historical background

In pre-independent Tanganyika, formal education was provided by government, local authorities, religious bodies and education voluntary agencies. All these players had a way of monitoring what was taking place in their schools.

Formalized supervision was introduced in 1922 under the then Chief Education Officer. In 1925 three categories of supervisors were introduced:

(i) Government school supervisors who had a mandate to supervise all schools: government schools, local authority schools and schools owned by other agencies;
(ii) Supervisors for schools under local authorities;
(iii) Education Secretaries for schools under other agencies.

In 1952, a Government Chief Inspector of Schools was appointed and specific school inspectors were given the mandate to inspect secondary schools. The 1957 to 1961 Five Year Development Plan established the post of Education Assistants who assisted the Education Secretaries to supervise schools owned by agencies. The post of Primary-School Supervisor was established, whose main role was to inspect primary schools owned by the government. The post of District Education Officer was also introduced, whose main function was to be in charge of all primary schools in the district.

The Education Act No. 37 of 1961 established the post of Assistant Chief Education Officer Inspectorate. The main duties were to supervise all schools. The post of Primary-School Inspector was also established. The Education Act No. 50 of 1969 nationalized all schools. The primary-school inspector then assumed the responsibility of inspecting and supervising all primary schools.

Under the Decentralization Act of 1972 powers were transferred from the centre to the regions and the districts. This meant that the primary-school inspectors were now accountable to the District Development Director and not the Ministry of Education Headquarters. The central co-ordination system was therefore abolished. However, the Education Act No. 25 of 1978 re-established a centralized Inspectorate Department. This Education Act was amended in 1995 to reintroduce privately owned schools, but the supervisory structures remain unchanged. This therefore constitutes the most recent change.

2. Overall structure of supervisory and support services

The Inspectorate Department under the Chief Inspector of Schools (CIS) operates at three levels: the Headquarters, the Zone, headed by Zonal Chief Inspector of Schools (ZCIS); the District, headed by District Chief Inspector of Schools (DCIS). The regions, which are an administrative and political division, do not have a role in education administration or an inspection department.

Primary schools are managed by Local Authorities (LA) which are under the Prime Minister's Office (PMO). The Ministry of Education and Culture (MOEC) provides professional support, syllabi and policy.

Below, in *Diagram 1*, is the structure of the MOEC and supervisory and support services.

Diagram 1. Structure of the MOEC and supervisory and support services

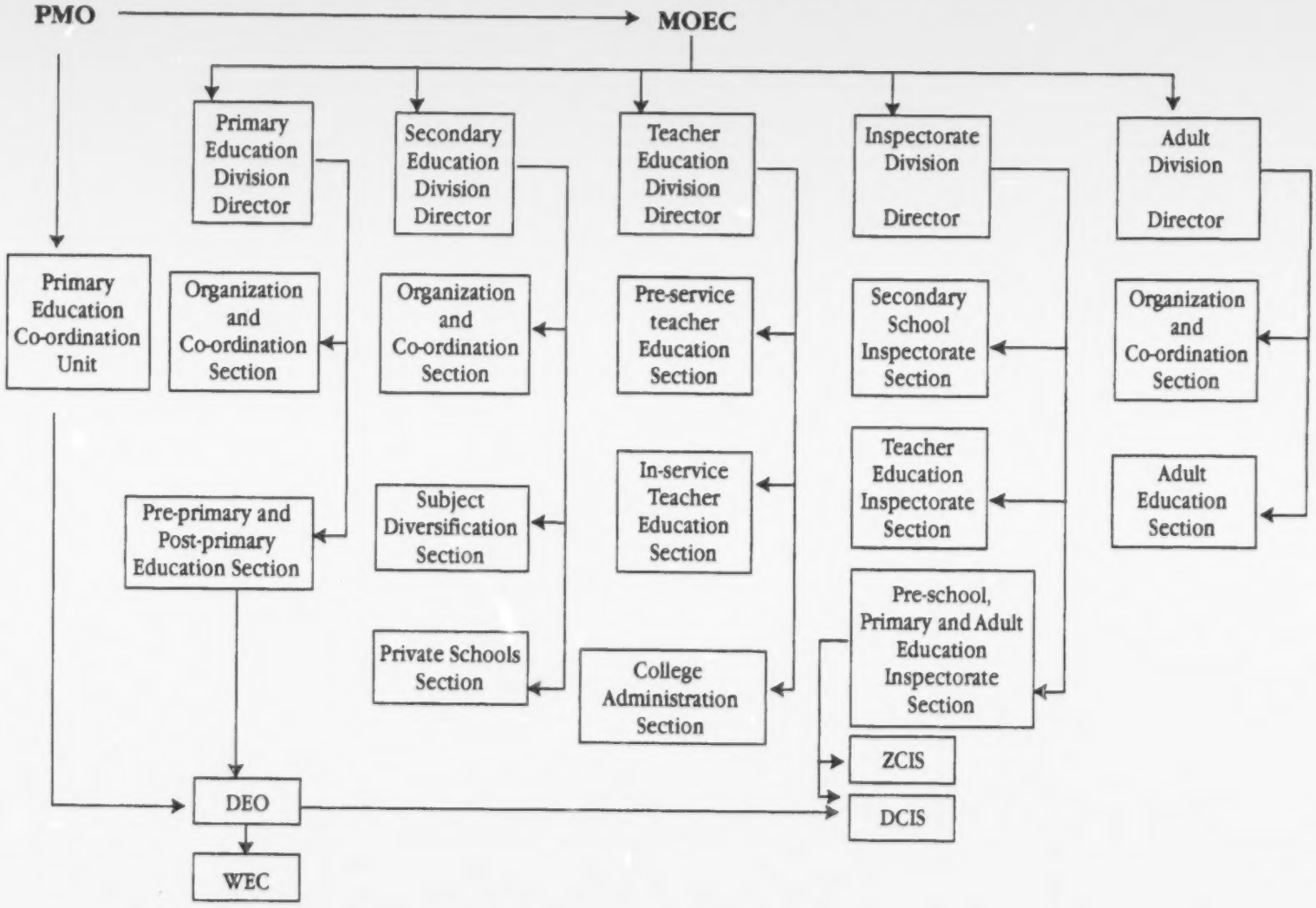

Diagram 1 shows that the district education officers have dual accountability: firstly to the 'Pre-primary and post-primary education section' within the MOEC, which appoints them, pays their salary and generally looks after their welfare. Secondly, the DEO is accountable to the Primary Education Co-ordination Unit, which forms part of local government, and through it to the Prime Minister's Office. This dual accountability puts the DEOs in a dilemma as to who is actually their boss.

The services provided to schools and teachers by the supervision and support services are listed below, as well as the areas in which they are involved:

PSI	Inspects schools and advises teachers;
DEO	Supervisor and manager of primary schools in the district;
DAO	In charge of academic matters;
DSLO	In charge of school materials and upkeep of schools' data;
WEC	Co-ordinator of schools and adult education in the ward;
School Committees	In charge of management of the school;
TRCs	Centres of teachers professional and academic development;
TTCs	Centres for pre-service and in-service training;
TSC	Career services, promotions, etc.;
TTU	Conditions of service as Trade Union.

All these services are under the umbrella of the Ministry of Education and Culture. The DEO, DSLO, DAO, TSC Secretaries are located at District Headquarters, while the PSI and the WEC are located in the wards.

The district education officer and the support staff under him, as indicated above, provide administrative and logistical support to schools. In the provisions of the Education Act, the DEO is the manager of public primary schools on behalf of the local authority. The PSI, on the other hand, inspects schools and provides feedback and advice to schools, and to the DEO Office. This enables the school and DEO to take necessary measures for improvement of education quality.

TRCs and TTCs use information from inspection reports to conduct in-service seminars and workshops for teachers.

The DEO and PSI are involved in the establishment of private primary schools. Management and supervision of private primary schools is the duty of the Owner and Manager. External supervision in both public and private schools is done by the PSI.

3. Official functions of the different services

Primary-School Inspector (PSI)

The PSI is the main field inspector. It is his or her duty to work with colleagues in inspecting schools on a regular basis. The duties of the PSI are the following:

- to supervise the implementation of government education policy and regulations;
- to ensure the effective implementation of the school curriculum;
- to advise on matters related to education when and where appropriate;
- to execute the inspection programme;
- to write up all relevant inspection reports;
- to supervise all teachers on probation;
- to deal with any teacher rated as being 'weak';

- to liaise with colleagues when required;
- to supervise, to liaise and to hold conferences with WECs;
- to monitor the WECs in supervising and accounting for the expenditure of any money allocated to schools or School Committee for specific purposes;
- to hold conferences and seminars with headteachers, teachers and school committees when necessary;
- to promote and support the establishment and work of the TRCs;
- other duties include books and syllabus reviews as members of subject panels in curriculum development and acting as setters and markers of examinations.

District Education Officer (DEO)

Their main tasks are:

- to act as adviser to the District Authority by interpreting the Education Act and Education Policy;
- to oversee the development and management of all primary schools in the district;
- to oversee implementation of district education plans;
- to supply school materials, post teachers and ensure infrastructural upkeep in schools;
- to manage education grants;
- to act as secretary of the Education and Cultural Committee of the District Council.

The DEO delegates some of the functions to supporting staff comprising the DAO, DSLO, WECs and school committees.

The School Committee

The school committee is established by law to undertake the following, among other tasks:

- to see that pupils are enrolled properly;
- to see that enrolled pupils attend school regularly until they complete primary education;
- to help the headteacher improve the welfare of the pupils and teachers in the school;
- to involve the village/town to ensure that the school has enough land for buildings, farms, playgrounds for games and sports;
- to make sure that school boundaries are identified, demarcated and maintained;
- to make sure that schools receive the full co-operation of parents on where the school is built;
- to see to it that the school has sufficient buildings, such as classrooms, staff quarters, offices, stores and latrines;
- to ensure that the school has adequate furniture, such as desks, chairs, tables and cupboards;
- to assist the headteacher in collecting fees from parents and see that the fees are properly used;
- to see that the school funds raised from income-generating activities are used for improving the school;
- to confirm or disallow the dismissal of pupils from school;
- to plan the overall developments of the school;
- to advise the headteacher and the local authority on matters relating to the management and conduct of the school; and
- to make sure that pupils are healthy by receiving food and medical treatment.

Teacher Resource Centre

They were set up with the following objectives:

- to improve the classroom performance of the teachers through training, development and involvement in curriculum issues;

- to be a focal point of disseminating skills and ideas related to management, planning, teaching and learning methods;
- to unite teachers in a specific locality to share limited resources;
- to be a training and advisory centre for teachers and the community at large;
- to develop skills in the production and use of local teaching materials.

The functions of each category of supervisors complement each other. On the one hand, the DEO oversees management administration; on the other hand, the PSI gives information and feedback on how the schools are functioning. Any shortfalls in academic or administrative aspects are identified and addressed by TRCs and TTCs through seminars and workshops for school committees and teachers. DEOs and PSIs are normally called upon to facilitate during such seminars/workshops.

4. Relations with other pedagogical services

External supervisors, i.e. PSIs, contribute to teacher pre-service and in-service training by assessing and giving advice while inspecting schools. At the same time, inspection reports highlight major weaknesses in the teaching process. This information can be used by TRCs to improve pre-service and in-service courses.

PSIs review curriculum, books and they are members of Curriculum Panels of the Tanzania Institute of Education. They are also involved in setting and marking examinations.

5. Classical supervision and support services within a broader perspective: school-site support and supervision

The school committees are established by Education Act No. 25 of 1978 as amended in 1995. The School Committee is the only organ other than the PSI which has mandatory powers by law to supervise implementation of education policy in the school. Its functions as outlined above relate to implementation of regulations pertaining to compulsory enrolment and attendance. The SC provides support to headteachers and teachers, by solving problems related to buildings, teaching-learning materials, other basic services and discipline. As emphasized in the Education and Training Policy and BEMP, the SC holds a very crucial role in supervision and management of the school.

II. MANAGEMENT OF SUPERVISION SERVICES

1. Basic facts and figures

The total number of professionals working in supervision and support services, and their distribution by gender, are shown in *Table 2*. There are no data available for the distribution by gender of the DAOs, DSLOs and WECs. However, it is known that, as for other staff, there are more males than females.

Table 2. Number of professionals working in the different services

Types of professional	Distribution by gender		Total
	Males	Females	
PSI	352	76	428
DEO	91	22	113
DAO			113
DSLO			113
WEC			2354

Table 3 shows the number of PSIs by zone and *Table 4* the number of district personnel.

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Table 3. Number of PSIs working in the different services – zonal breakdown

Place	Number of districts	Distribution by gender		Total
		Male	Female	
HQs		1	2	3
Northern zone	22	75	22	97
Central zone	9	31	5	36
Southern zone	15	29	8	37
Western zone	17	55	7	62
Eastern zone	14	46	18	64
Southern highlands	18	65	6	71
Lake zone	18	50	8	58
Total	113	352	76	428

Table 4. Distribution of district staff by zone

Zone	Number of DEOs		Total number of DEOs	Number of DSLOs and DAOs	Total
	Male	Female			
Northern	18	4	22	44	66
Central	7	2	9	18	27
Southern	12	3	15	30	45
Western	11	6	17	34	51
Eastern	9	5	14	28	42
S/Highlands	17	1	18	36	54
Lake	16	1	18	36	54
Total	91	22	113	226	339

Tables 5, 6 and 7 – on age, experience and qualifications – concern only the PSIs and the DEOs. PSIs are on the whole quite old: almost two-thirds are over 50. It is not unusual that about 80 per cent

have experience in the education service of more than 25 years. None has less than 15 years' experience. Their qualifications are rather basic, with most having only an 'O' level. The fact that many were schooled a long time ago, when the tertiary education system was poorly developed, accounts for this.

Table 5. Distribution of personnel by age

	36-40	41-45	46-50	51-55	56-60	Total
PSIs	0	38	122	265	3	428
DEOs	2	25	43	43	-	113

Table 6. Distribution of personnel by service – in terms of years

	11-15	16-20	21-25	26-30	31-35	N.A.	Total
PSIs		11	64	266	82	5	428
DEOs	2	13	30	52	14	2	113

Table 7. Distribution by level of qualifications

	'O' level	'A' level	Diploma	Advanced Diploma	1st Degree	2nd Degree
PSIs	310	2	114	1	1	-
DEOs	6	1	79	2	20	5

2. Critical management issues

(a) Recruitment

The recruitment of PSIs follows two somewhat different procedures:

- those teachers who were identified, interviewed and trained;
- those teachers who were identified and trained.

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Identification relies heavily on views held by DEOs, PSIs, WECs and headteachers. The teachers who are identified to become PSIs are expected to meet the following criteria:

- minimum of five years' teaching experience;
- minimum qualification: 'A' level (at the time of writing, this was expected to become Diploma);
- must have shown outstanding performance as a teacher.

A first problem with the recruitment procedures is precisely that these criteria are not standard criteria, known to all interested parties and guiding those who are vested with the duty to identify suitable candidates. There are no standard screening procedures, therefore the best people are not identified. Appointees are not consulted to indicate whether they are interested in working as inspectors. This appointing procedure gives room to favouritism. A better procedure would be to advertise the posts, to allow all competent and committed teachers to apply, rather than to rely on identification only. This was also the opinion of the staff interviewed in the district, where a case study was carried out, namely the Muheza district in the Tanga region.[1]

This staff also felt that strong qualifications are necessary for supervisors and inspectors, and that therefore a Diploma in education should be a minimum criterion.

(b) Career development

The appointment of teachers to any of the supervisory posts, i.e. PSI, DEO, DAO, DSLO or WEC, is a promotion, but within the same career as that of a teacher. As such there are no different conditions of service, salary structure and other benefits. This also implies that

1. See Part III of this paper.

the promotion route and process for supervisors are the same as for teachers. It is therefore possible for a teacher to be of higher promotional grade than a supervisor. In addition, many inspectors feel that there are delays in their promotion, which demotivates them.

(c) Training

In principle, a three-month induction course is organized regularly for all newly appointed inspectors. The training is conducted by experienced inspectors in collaboration with Management Training for Education Personnel Institute (MANTEP) staff. Those who complete the course successfully are posted under a probationary period of six months. Those who successfully complete the probationary period are appointed school inspectors. The district officials and the WECs do not have such a specific orientation programme. However, in recent years, because of financial shortfalls, the training has been of shorter duration or has not taken place at all. The result is that some teachers are recruited into the Inspectorate without induction training. In addition, the probation period is not well supervised because those in charge do not use standardized observation or appraisal criteria.

There have been in-service training courses conducted from time to time, but a permanent in-service training programme for inspectors does not exist. *Table 8* shows that during their career all but one inspector participated in courses related to inspection, while just over 15 per cent obtained a Diploma of education while working. But recently opportunities have become more scarce. In the Muheza district, of the 18 staff interviewed (including WECs and district staff), only five had benefited from any in-service training courses over the last three years. These lasted from one to three weeks and focused on specific orientation in areas such as Primary School Leaving

Examinations and Evaluation of Adult Education. One of their main demands is that such training be organized more regularly.

Table 8. Exposure to specific in-service training for PSIs (total: 428)

Topics	Inspection	TESL	Special Educ.	DEMA	Adult Educ.	Home Economy	Diploma Educ.	B. Ed
Number participating	427	11	6	8	8	4	78	1

The unavailability of funds is the main reason why training is not on a regular basis. A number of other problems can be noted:

- Experience has shown that training has been focused on inspectors but no corresponding in-service training has been conducted for other supporting staff (e.g. WECs).
- There is no training manual, and no training needs assessment is conducted prior to the training. Such items that are included in the training programmes are deduced from field experience mainly.
- Trainees are of different backgrounds and it is therefore difficult to tailor training to actual needs as well as levels of ability.

(d) Support for supervisors

The PSI uses the inspectors' handbook in conducting inspection. The PSI also uses agreed formats in reporting inspection findings. The handbook and the format have been developed at central level.

The DEO and support staff do not have any standardized forms for reporting on schools.

There is no separate code of conduct for supervisors because, as was pointed out above, the supervisors are not considered to belong to a career different from that of teachers.

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(e) Monitoring and evaluation of supervisors

The team of supervisors working at District Headquarters is technically accountable to the District Executive Director (DED). Administratively, the DED monitors the work of these professionals. There is no corresponding professional monitoring and evaluation of these supervisors from the MOEC.

On the other hand, the PSI is evaluated by the CIS and ZCIS on a more professional footing. The PSI is assessed on the number of schools inspected and the number of seminars and workshops attended as a participant or as resource person. Although these performance indicators for PSIs are insufficient, the evaluation can be of some value because the mere visit to a school can have a positive impact. The supervisors in Muheza district pleaded for a more objective system. They suggested that the government should provide specific guidelines, as, under the present conditions, the system allows some room for nepotism and oppression.

Both categories of supervisors, however, are required to fill in special forms every year for assessment purposes. It is these confidential forms that are used in considering promotion. The main problem here is that these are not specifically developed to assess or evaluate supervisors' performance. The forms being used are the same as those used for assessing classroom teachers.

3. Budgetary and financial matters

(a) Salaries and allowances

Since supervisors are in the same career as teachers, there is no special salary structure for them. Allowances and other benefits are the same as those for teachers and they depend on qualifications and

length of service. When supervisors travel outside post, they are entitled to a travel allowance which is pegged to the officers' grade. The teachers enjoy the same benefits if they travel on duty. They receive a daily subsistence allowance (DSA) and this is reviewed from time to time. At the time of writing, the DSA ranges from US$12.5 to US$33.3 per day. The supervisors have no other official source of income. Some individual officers might, by their own efforts, obtain an unofficial income.

The supervision staff in Muheza district feel that their salaries are unattractive. They consider them inadequate as they cannot provide sustainable support to the officials throughout the month. However, salaries are generally paid on time. The rates of allowances for travel and subsistence, as stipulated in the civil service regulations, are felt to be fair. But the problem lies with the fact that, because of budget constraints, these allowances are seldom available to all officers. In most districts, they have not been paid for some time now. Sixteen of the eighteen respondents in Muheza pointed out that such funds had not been released since 1995. The most affected are the WECs, who, even when some financing is available, are given lowest priority. The fact that budgetary allocations are insufficient to provide daily subsistence allowances, compels the supervisors to fully depend on the schools visited for food and accommodation.

(b) Budget

The supervisory services receive a budget to pay mainly for salaries. There is no budget that is set aside specifically for the support of these services (equipment, travel allowances, office accommodation, electricity, car maintenance, etc.). This will come from whatever money is available once salaries have been paid. *Table 9* shows the percentage of these 'other charges' in the overall budget. The share had decreased significantly between 1991 and 1995. It is

normal, moreover, that inspection will be paid after all essential amenities have been met.[2]

Table 9. Expenditure 1991-1992 – 1994-1995 (in shillings, current prices)

Year	Total allocation to salaries and other charges	Other charges	%
1991-1992	308,211,600	177,9978,100	57.7
1992-1993	378,724,300	176,478,500	46.6
1993-1994	462,402,300	223,665,500	48.4
1994-1995	446,736,176	123,936,462	27.7

The funds being issued are insufficient to meet demand and other support. There has been a constant decline in the amount of money being allocated for inspection of schools. This can be evidenced by the decline in the percentage of schools inspected over the same period, as shown in *Table 10*, because funds have not been available.

Table 10. Number of schools inspected, 1992-1995

Year	Number of schools	Number of schools inspected	% of schools inspected	Number of inspectors
1992	10,793	2,876	26.6	541
1993	10,847	3,118	28.7	460
1994	10,920	2,440	22.3	465
1995	11,062	1,336	12.1	446

4. Working conditions

Working conditions are deficient for most officers. The situation of the Muheza district, which is summarized in *Table 11*, is quite representative.

2. No more recent financial data were available, at the time of writing.

Table 11. Availability and condition of facilities in Muheza region

Facility		Availability		If yes, condition		
		Yes	No	Unsatisfactory	Satisfactory	Excellent
Office space	Individual	10	-	9	1	-
	Shared	8	-	8	-	-
Transport facilities		2	16	-	2	-
Computer		0	18	-	-	-
Typewriter		2	16	-	2	-
Photocopier		0	18	-	-	-
Filing cabinet		10	8	10	-	-
Telephone		1	17	-	1	-
Fax		0	18	-	-	-
Typist		2	16	-	2	-
Clerical staff		1	17	-	1	-

School inspectors in the whole country are faced with the following main problems:

- **Lack of offices:** in most districts, office accommodation for the inspectors is unsuitable. In quite a number of cases, inspectors have to rent offices and sometimes, because of inability to pay the rent, they have been evicted from these offices. As far as accommodation is concerned, they generally have to rent. In Muheza, most have found residential accommodation close to the office (between 1 and 3 kilometres).
- **Insufficient equipment and secretarial resources:** in many offices there is inadequate office equipment, such as typewriters, filing cabinets, software, etc. In many cases secretarial expertise is missing. The staff in Muheza stress that this impedes regular effective communication with schools and makes the preparation

and especially the reproduction and dissemination of inspection reports arduous.

- **Shortage of transport:** the lack of suitable transport is the greatest difficulty facing inspectors, resulting in the fact that many spend their time at base without the possibility to do their work. To look again at Muheza district, the Inspectorate has neither a vehicle nor a motorcycle. The DEO can use a vehicle owned by the District Executive Director. The means of transport, used by the inspectors, are the public bus services, which of course follow their established routes. This means that some schools are not necessarily reached easily, while others in the remote, inaccessible areas are very seldom visited. Inspectors in those cases walk or use bicycles. The bicycle is in any case the sole means of transport of the ward education co-ordinators.

In view of the above, it cannot come as a surprise that 15 of the 18 respondents in Muheza indicated that they were totally unsatisfied with their working conditions.

III. THE DAILY OPERATION OF SUPERVISION SERVICES – REPORT OF A CASE STUDY IN MUHEZA DISTRICT

Introduction

Muheza district is one of the six districts that make up Tanga region, which, together with Kilimanjaro and Arusha regions, form the Northern Inspectorate Zone. The District Headquarters are located at Muheza. For administrative purposes, the district is divided into six divisions: Amari, Bwembwera, Maramba, Mkinga, Muheza and Ngomeni.

Agriculture is the main economic activity in the District. There are some extensive sisal and tea estates which reflect modern/ commercial farming and many small-scale farms predominantly for subsistence. The main food crops include maize, sorghum, banana and citrus fruits. Other economic activities in the district include tea and sisal processing industries, trade, commerce and tourism.

The district has primary and secondary schools as well as a Folk Development College (FDC) which offers vocational skills to post-literacy graduates. The district had in 1997 a total of 150 primary schools with a total of 38,837 pupils, out of which 51 per cent were boys and 49 per cent girls (see *Table 12*).

Table 12. Enrolment in primary schools in Muheza district

Number	Division	Boys	Girls	Total
1.	Armani	2,169	1,998	4,167
2.	Bwembera	3,074	2,993	6,067
3.	Maramba	4,184	4,105	8,289
4.	Mkinga	2,952	2,526	5,478
5.	Muheza	4,340	4,316	8,656
6.	Ngomeni	3,029	3,151	6,180
	Total	19,748	19,089	38,837

There are a total of 1,223 classes and 1,144 teachers. The average number of pupils per class therefore is about 32 and the pupil/teacher ratio is about 34.

Of teachers, 49 per cent are men; 346 (30.2 per cent) are Grade A and 798 (69.7 per cent) Grade B teachers.[3] There is a shortage of 29 Grade A teachers and a surplus of 133 Grade B teachers.

Within the framework of this study, the term 'supervisor' refers to both inspectors and advisers, i.e. the district education officials, the primary-school inspectors, the teachers' service commission officials and the ward education co-ordinators. A total of 18 staff were interviewed.

The basic identification data of the respondents are analysed in *Table 13*.

3. I should find out what this precisely means. Note by ADG.

Table 13. Supervisor's academic and professional qualifications

	Sex			Academic qualifications			Experience in the post (years)		
	M	F	T	'O' Level	Diploma Education	University Degree	0-5	6-10	10+
School inspectors	3	1	4	3	1	0	0	0	4
District education officials	4	0	4	3	1	0	0	2	2
TSC officials	2	0	2	0	2	0	0	1	1
Ward education co-ordinators	8	0	8	8	0	0	2	2	4
Total	17	1	18	14	4	0	2	5	11

The research team held interviews with these 18 supervisors, who also completed a questionnaire. In order to gain an impression of the opinion of school staff on supervision and support services, 20 primary schools were also included in the research, through random sampling from among all schools in the district (see *Table 14*).

Table 14. Names of schools, distance from headquarters, teachers, pupils and number of streams

Ident. No.	Name of school	Distance from headquarters (km)	Location	Teachers			Pupils Total	Nos of streams
				Males	*Females*	*Total*		
001	Mashewa	15	R	2	6	8	363	7
002	Kimbo	22	R	2	3	5	168	7
003	Gare	12	R	1	4	5	159	8
004	Kwezitu	55	R	6	-	6	176	7
005	Zirai	50	R	3	-	3	168	7
006	Nkumba	10	R	5	1	6	139	7
007	Ubembe	6	R	5	3	8	283	7
008	Kiwanda	26	R	1	3	4	155	7
009	Mangubu	20	R	4	3	7	208	7
010	Matombo	13	R	3	2	5	146	7
011	Nkumba	7	R	5	4	9	300	7
012	Majengo	-	U	16	2	18	621	14
013	Mbaramo	1.5	U	12	3	15	416	7
014	Muheza	1	U	19	3	22	799	14
015	Amani Mgambo	46	R	1	5	6	192	7
016	Misalani	49	R	4	-	4	263	9
017	Mdote	2	U	2	13	15	897	14
018	Kisiwani	32	R	4	2	6	300	7
019	Msasa IBC	40	R	3	3	6	236	7
020	Amani	32	R	9	2	11	384	7

Note: R = rural U = urban

Out of these, 4 were located in the urban while 16 were in the rural area. All the sampled schools taught from Grade I to VII. The schools are owned by Muheza District Council. Distances between

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the District headquarters and the schools ranged from 0.5 kilometre within the town to 55 kilometres as the farthest sampled school within the district. The number of teachers in these schools ranged from 3 teachers in Zirai Primary School to 22 teachers in Muheza Primary School. *Table 14* offers more details on each school.

Twenty headteachers were interviewed. Out of them, 16 were male and 4 were female. Their ages ranged between 26 and 52 years. The working experience of the headteachers ranged between 8 and 27 years. The duration as headteacher ranged between 1 and 20 years. Sixteen (80 per cent) had ordinary level (Form 4) secondary education, whereas four (20 per cent) were primary education holders.

Table 15 shows the facilities and services available at the schools and their condition.

Table 15. Facilities and services at the schools

Facility	Availability		If yes, condition		
	Yes	No	Excellent	Satisfactory	Unsatisfactory
Separate headteachers office	15	5	1	13	1
Separate staff room	18	2	1	16	1
Telephone	-	20	-	-	-
Classroom for every class	118	2	-	-	-

Some information was also available on the proportion of pupils who have the required textbooks in mathematics and languages (Kiswahili and English). None of the schools have 75-100 per cent of the required books, about half of the schools have only 25-50 per cent

of the required books; and in about a third of the schools only a quarter of the necessary textbooks are available. This situation indicates a serious shortage of books in the schools.

1. Planning and workload

Inspectors develop their plans, especially for school visits, in consultation with their colleagues within the same district and present these to the district education officer. Plans are seldom fully implemented because of the financial constraints.

The total number of schools under the responsibility of an inspector varies with the designation of an official. The distribution is allocated according to the geographical disposition. On average, one inspector has about 35 to 40 schools to supervise in Muheza district. A WEC has responsibility for 3 to 8 schools.

There are no official norms and regulations that define the workload of an official per month. The number of visits depends upon the availability of the funds and the urgency of the issue to be probed. Nevertheless, a WEC is expected to visit all the schools within his/her area of jurisdiction, whereas schools visited by inspectors do not exceed 10 per annum.

The different types of officers interviewed were asked to identify what are the three tasks they considered most important. The answers were as follows:

The district education officials feel that their main responsibility is for the following three matters:

- overseeing the overall implementation of the Education and Training Policy in their respective districts;

- management of educational supplies and logistics; and
- evaluation of the instructional activities.

For the inspectors, the three most important tasks include:

- supervision of teaching through school inspections;
- preparation of reports; and
- making follow-up visits for the inspections conducted in schools.

For the ward education co-ordinators, the three main functions are:

- to regularly visit all the schools within the Ward;
- to make follow-up to educational activities/directives including Adult Education; and
- to respond to instructions and directives as presented by higher educational authorities.

For the TSC officials, the three main tasks are:

- to ensure that teachers' salaries are promptly paid according to their scheme of service;
- to keep personal records of all the teachers in the district; and
- to communicate with higher authorities on matters related to the teaching profession.

2. Visits

Education officials are involved in different types of visits. *Table 16* shows these types, the average number of officers involved and the average duration. However, since there are different types of official, it is not easy to establish the average duration of an individual or team visit.

Table 16. Duration and types of visit

Type of visit	Average number of officers involved	Average duration
Full inspection	4	8 hours
Teacher's inspection	2	3 hours
Follow-up visit	1	3 hours
Advisory teacher visit	1	2 hours
Courtesy visit	5	1 hour

The selection of schools to be visited is based on three criteria:

- systematic visits to all establishments;
- follow-up visits; and
- response to particular problem(s) in a given school.

Before the visit, the type of information consulted includes:

- the report of the previous inspection; and
- the school's monthly reports.

There were some discussions regarding the need to inform schools beforehand of visits and the regularity with which this occurs. Inspectors mentioned that, normally, in the full inspections, schools are informed in advance. Prior information is considered good because:

- it helps to specify the type and scope of the planned visit;
- it allows thorough preparation of essential elements to be inspected; and
- it reduces fear and panic among teachers, thus facilitating good co-operation between teachers and inspectors.

The 20 headteachers, when asked if they had prior notice about the visit of a supervisor, responded, as indicated in *Table 17*, concerning the visits they received.

Table 17. Notice about visits

Type of visit	Never	Seldom	Regularly	Always
Full inspection	3	4	4	1
Teachers' inspection	13	2	2	-
Follow-up visit	-	-	-	-
Visit by advisers	1	1	-	-
Courtesy visit	-	2	1	-

As can be seen, the number of instances where schools were never or seldom informed of a forthcoming visit, are more frequent than when they received regular information. The latter mentioned that they could be informed through written communications, transmitted about one to two months before the visit, or through a more informal oral message, especially where it concerned courtesy visits.

When schools receive notice, the headteachers inform the staff of the type, nature and requirements of the visit. The preparations made are the following:

For a full school inspection and follow-up visit:

- availability and accuracy of school records;
- instruments for implementation of school curriculum, i.e. schemes of work, lesson plans, subject logbooks etc.;
- school timetables and routines;
- extra-curricular records;
- staff: establishment and performance;
- school's plan of action; and
- general cleanliness.

In preparation for a courtesy visit, the school also needs to think about:

- other services, i.e. accommodation, food for supervisors;
- liaison with local (village) administration;
- description and division of roles expected to be played by different people.

School staff felt that these preparations were useful from different points of view:

- an opportunity to meet requisite specifications;
- a means to reduce psychological tensions likely to result from inspection;
- a significant contribution towards goal achievement of the mission;
- an opportunity to adjust and to make modifications in the work performance;
- an increase in the confidence of teachers and greater degree of participation in the whole exercise.

Asked whether prior notice should be given, 14 of the headteachers agreed that the supervisors should give prior notice because of the above-mentioned factors and, also, as such notice enhances co-operation between teachers and inspectors as well as positive attitude towards the inspectors.

However, six of the respondents were of the opinion that the supervisors should not give prior notice. They argued that the thorough preparations resulting from the prior notice would distort the true image of work performance in the school; whereas an inspection should reflect the day-to-day performance under normal conditions.

Both headteachers and supervisors were asked to describe briefly what occurs during a normal inspection visit. The supervisors firstly mention that they are normally expected to follow the guidelines provided in the inspection manuals. However, it is not easy to follow them consistently, owing to the varying nature and scope of visits to the schools. A typical school visit consists of the following steps:

- discussion with the headteacher;
- briefing the teachers;
- classroom visits;
- inspection of facilities;
- discussion with individual teachers;
- discussion with the whole staff.

The description given by headteachers of such a visit is only slightly different:

- prior information on the type and nature of the inspection visit;
- discussion with the headteacher;
- classroom visits/observations;
- inspection of facilities/records;
- discussion with individual teachers;
- discussion with all staff members.

Normally, the headteacher gets immediate feedback after inspection.

Generally, the inspectors do brief the teachers on the objectives of their visits. Out of the 20 respondents, 18 agreed to the question while 2 disagreed. Briefing of teachers includes information on:

- the type of inspection;
- goals and objectives of the inspection;
- areas to be inspected;

- requirements to meet the goals and objectives;
- duration and modality of inspection.

On whether they ask for suggestions on how to proceed with their supervision, only five (25 per cent) respondents said that the supervisors 'never' ask for such suggestions, but only a few headteachers were 'always' asked for their input.

Some data were collected on the number of school visits. Inspectors in Muheza have been able to increase that number in recent years, but financial constraints continue to make it impossible to visit all schools regularly. *Table 18* shows that after a complete standstill of the service in 1996, nine full inspection visits could be undertaken in 1998. It is worth noting that some schools received much more attention than others. One school, Kwezitu, located at a distance of 55 kilometres from the district office, was visited more than five times during the preceding school year. Some others, for instance Mangubu (at 20 kilometres) and Gare (at 12 kilometres) were visited only once, and Mashewa (at 15 kilometres) or Ubembe (at 6 kilometres) received not one visit from an inspector or an adviser over the same period.

Table 18. Full school inspection visits in Muheza district

Year	Number of visits
1994	2
1995	5
1996	0
1997	6
1998	9

A more detailed question relates to the number of teachers visited by supervisors when in schools. The answers by the 20 headteachers

(*Table 19*) show that, in less than half of the schools, supervisors include almost all of the teachers in their inspection. In not one school were all teachers looked at during an inspection visit. Twelve headteachers thought the number of teachers visited during an inspection to be sufficient.

Table 19. Percentage of teachers visited during an inspection

None	Less than 25 %	25-50 %	50-75 %	75- almost 100 %	100 %
0	1	5	6	8	0

The information so far presented reflects the views of schools. According to inspectors, the proportion of schools and teachers visited in 1997 was, respectively, 40 and 45 per cent. In how far these visits were full inspections, or brief courtesy visits, was not mentioned.

3. Reporting and follow-up

A brief oral report after inspection is followed by a detailed written report, usually released within one-three months.

The headteachers felt that the discussions that normally take place after inspection are useful because they help to identify areas that need immediate action in addition to providing an opportunity for the clarification of reasons behind the performance of teachers in their professional tasks.

In principle, after every visit, reports are written immediately. On full school inspection, there is a standardized format for report writing. Written reports are discussed with the district education officer (on behalf of the district executive director) before they are forwarded to the zonal inspector of schools. The discussion is useful

as it helps to highlight areas and strategies that need immediate corrective actions. Copies of the reports are sent to the DED, the inspected school and the zonal inspector of schools. The school board/school development committees are informed about matters related to their roles. Therefore an executive report is presented together with the detailed report. In schools, inspection reports are filed and kept in the headteacher's office. Normally, teachers cannot access the reports except through a special meeting convened by headteachers to discuss the report soon after its arrival.

On whether the copies of school inspection reports should be sent to the school development committees or school boards, exactly half of the headteachers did not think this a good idea. They felt that such material was too confidential to become public knowledge and that, in any case, members of these committees would not really know how to interpret inspection findings, or how to use the reports. The other half of the teachers surveyed agreed with this idea, because:

- the report would enhance collective responsibility among the staff and school committee members in solving the identified problems;
- the committee would have a sense of ownership and, as a result, feel obliged to participate in school functions;
- the report would provide information on work performance, which could be useful for the development of the school.

Follow-up on reporting should be undertaken by the supervisors and by the school itself. Normally, follow-up visits are planned by the inspectors, to assess the execution of recommendations and advice. However, three-quarters of the interviewed supervisory staff felt that the amount of follow-up they undertake is insufficient, due to financial constraints on the implementation of their own plans.

Within the school, normally, inspection reports are discussed with the teachers and with the school committee. The focus of the discussion with the latter is on the matters within its jurisdiction, such as those related to pupil admissions and attendance, financial contributions, school buildings, furniture and student discipline. The supervisors' recommendations which are of particular usefulness cover the areas of:

- instructions and evaluation of lessons;
- school environment and cleanliness;
- school economic activities;
- staff and staff welfare;
- admission and attendance of pupils;
- school-community relations.

Respondents said that there are no recommendations which are of little value. Normally there are suggested strategies for the implementation of the recommendations. Moreover, teachers are encouraged to identify problems and seek solutions to them. If the problem concerns classroom teaching or pupil performance, teachers would be advised to plan for remedial teaching, adjust the timetable, improvize teaching-learning materials etc. Schools are also encouraged to organize and carry out internal supervision and follow-up mechanisms. Headteachers felt that the follow-up activities undertaken by the supervisors (inspectors) are unsatisfactory, mainly because:

- they rarely get an opportunity to revisit the schools;
- they do not provide adequate assistance in solving particular problems such as shortages of teachers, teaching-learning materials etc.;
- their operation through ward education co-ordinators (WECs) is ineffective, as the WECs are less competent.

Despite the shortcomings, on the whole school inspection is useful because of its diagnostic nature and the advisory support it provides to the schools.

IV. OVERALL ASSESSMENT

1. Impact on school functioning and quality

It is generally accepted that the school supervisors have a central and crucial role to play in bringing about school improvement. This view is reflected in the ETP, which states that "school inspection is vital as a means of monitoring the delivery of education, adherence to the stipulated curriculum and set standards and ensuring efficiency and quality in education".

The case study conducted as part of this research in the Muheza district, collected information from among the supervisors and the school directors on the impact of the work of supervisors, especially through school visits.

A large number of the supervisory staff (16 out of 20) believe that their supervision work has a strong impact on what goes on in schools. In particular because: they help to identify areas and levels of performance; they provide constructive advice and recommendations essential for improvement of performance; and, they provide a specific forum of experience between the educational officials and the teachers.

However, in order to increase the impact of supervision upon the school work, it is suggested that:

- the criteria and scope of inspection/supervision should be openly known to teachers;
- prior information to notify teachers about the visit should be given;
- the distribution of teachers in all schools should be equitable;

- provision of education inputs in terms of teaching-learning materials should be increased; and
- financial resources should be increased to facilitate more frequent visits to the schools.

Staff in schools identified the following as issues on which supervision visits can have a useful impact: lesson preparation, classroom instruction (teaching and lesson delivery), staffing and staff welfare, school buildings, student performance, admissions and attendance, school records and school-community relations.

Although teachers found inspection/supervision to be useful, they felt that the impact of the visits was limited by the following:

- inadequate time spent by the supervisors in each school to effectively diagnose, prescribe, recommend and discuss their opinions with the teachers;
- limited resources to allow follow-up inspection/supervision;
- too long periods between inspection sessions for a school, some schools have not been inspected for a period of two to five years.

Some of the solutions/recommendations needed for problems such as teacher shortage and non-availability of teaching-learning materials were not within the powers of inspector or schools to solve, as these depend on MOEC'S financial ability to supply them. It was difficult to effectively teach while such problems remain unsolved.

The 20 school heads were asked to identify the level of impact of supervision visits on different aspects. *Table 20* summarizes their answers. As mentioned earlier, supervisors had no say on the availability of teaching-learning materials, hence their impact is very limited. More worryingly, their impact on teacher motivation is also low. However, they have a more beneficial influence on areas such as

classroom teaching and lesson preparation, because they could assist/require teachers to prepare them. They also had some effect on school administration and, not surprisingly, on student presence.

Table 20. Levels of impact of supervision

Supervision elements	Level					
	Negative	None	Limited	Fair	High	Very high
Administration of the school			2	10	5	3
School infrastructure		1	9	5	4	1
Availability of teaching-learning materials			12	4	1	3
Teacher presence			4	8	4	4
Lesson preparation			1	11	7	1
Classroom teaching			2	6	11	1
Student performance			2	9	7	2
Relations between staff			3	6	7	4
Teacher motivation		4	7	5	3	1
Staff development			4	11	3	2
Student presence			1	6	11	2

Measures suggested by school staff to increase the impact of supervisors' actions on what goes on in schools include:

- provision of prior information about inspection;
- increased frequency of supervision;
- provision of more In-service Training (INSET) opportunities to all cadres in the education sector, including the inspectors/supervisors themselves;
- further decentralization of the Inspectorate services to the ward level;

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- change of inspectors' role so that it is more advisory than fault finding;
- provision of more teaching-learning materials to schools.

Three other studies were recently conducted which offer us more information on the role inspectors actually play in the improvement of education. An impact study undertaken in 1997 reveals that the Inspectorate has played an important part in monitoring the implementation of various aspects of the English Language Teaching Support Project (ELTSP): "The inspectors have contributed significantly to the progress and success of ELTSP. Without their efforts far less would have been achieved" (ELTSP Monitoring Report 1991).

In a small survey conducted by the Inspectorate to obtain teachers' views on school inspection in Tanzania, it was revealed that improvement as a result of inspection in school was achieved in the areas of:

- the preparation and use of teaching documents;
- the use of English in the schools;
- evaluation of pupils' work;
- general school administration.

However, in the same survey teachers singled out some areas as those where inspectors had a negative impact:

- demoralizing teachers through harsh comments;
- giving impracticable advice;
- not conducting classroom observation.

In another recent survey, respondents, teachers and parents remarked that the inspectors do not carry out their tasks and

responsibilities well. They had several complaints: inspectors are poorly resourced, especially in relation to finances, and therefore they do not visit schools regularly (some schools are visited once in over five years). They do not advise teachers on academic and professional matters; and they do not have a close relationship with teachers and heads of school. In addition, some have low academic ability or are outdated.

On the whole, opinions varied about the impact of inspection work. The supervisory staff itself had a more positive assessment than headteachers, who seemed to be less critical than teachers and parents. Much depends, of course, on which aspect of school life one talks about (e.g. teacher lesson preparation is not the same as teacher motivation). Finally, it is worth remembering that inspectors are victims of a lack of resources, which severely limits their impact.

2. Synthesis of main problems

The most serious problem facing supervisors is indeed the lack of financial resources. This is reflected in different ways. The available office accommodation and facilities are inadequate. The lack of support staff creates a lot of difficulties in producing reports or even organizing seminars for teachers. There is inadequate transport to enable supervisors to visit schools and work with teachers. The average workload would be quite manageable if transport were available. Without transport and travel allowances, most of the time the supervisors are idle while, in fact, there is a lot of work out in the field. On the occasions that they succeed in visiting schools, supervisors have to count on the school for board and, in some cases, lodging, a burden about which most schools in, for example, Muheza district, complain.

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When asked what were the main impediments to their efficiency, the supervisors in Muheza identified three, all related to the lack of resources:

- unreliable means of transport to visit schools;
- inadequate budgetary allocations to meet subsistence allowances and transport costs;
- shortage of information-processing facilities such as computers, telephones, faxes.

The overall result is low working morale. This also emanates from the fact that supervision is not a recognized career, with a suitable salary and other benefits. The status of supervisors is therefore low, although their work is said to be 'crucial' or 'central' or 'very important'. Another factor is that there are no standing programmes for the supervisors' development, so putting them at risk of applying outdated methodologies.

A crucial problem, which is particularly stressed by headteachers and other teaching staff, and deplored by inspectors themselves, concerns the recruitment procedures and the resulting profile of inspectors. Recruitment through identification and appointment, without strict criteria, has resulted in having some supervisors that are incompetent and so incapable of bringing about change in schools. It is believed that if jobs were to be advertised, and proper screening done, it would create a vibrant support cadre that would have a high status in the education system. Low academic qualifications among the supervisors is quoted by school staff in Muheza as the main problem. Their qualifications are indeed more or less the same as those of the teachers. This is particularly true for ward education co-ordinators, who are the closest support that teachers have.

There is also some concern with the attitudes of supervisors. Sometimes supervisors, in particular those whose recruitment did not take into account the necessary criteria, would fail to provide pedagogical advice or would blame teachers in issues where they need professional help. The status and crucial role of classroom teachers is rarely recognized by such supervisors. Lack of appropriate induction and in-service training makes people also do work for which they do not have appropriate skills. In such situations there are cases where teachers are mishandled or are given wrong advice. The school staff, interviewed in Muheza, feel that supervisory staff should focus more attention on advising and guiding the teachers with a view to raising their performance. In this respect, they offer some more practical advice: supervisors should develop guidelines on supervision, including the methodology and approaches to teaching, as well as the standards and indicators they expect from the teachers. Effective feedback and control mechanisms should also be established. They also believe that this would be easier to achieve, if supervision and support services were decentralized to the ward level.

There is a problem of co-ordination. It has been pointed out above that every supervisor has a job description and that these do not overlap. However, individuals holding posts sometimes break regulations and operate without co-operation and co-ordination. This hampers the flow of information and provision of feedback. As a result teachers and schools are badly affected, in the following areas, among others:

- the appointment of headteachers;
- appointment of WECs;
- transfer and posting of teachers;
- distribution of school materials;
- dissemination of information;
- management of examinations.

The same issue of co-ordination also comes up when discussing the TRC system, which is managed by several agencies.[4] There has not been any co-ordinating body for TRCs. There are therefore no uniform criteria to measure their impact and the variety of plans they implement are not monitored. These TRCs are so autonomous that even DEOs and PSIs may be unaware of what they are doing. They are therefore not being used fully for teachers' development.

3. Recommendations and present trends

The case study on Muheza has shown that both teachers and supervisors were in principle positive about the supervision service. Teachers expected more assistance from the supervisors, while the latter wished to make more visits to schools to assist the teachers. Unfortunately, both parties are constrained in one way or another, hence the limited impact on schools. These and other observations lead to the following recommendations:

- Inadequate budgetary allocations should be made to allow supervisors to make frequent visits to schools, otherwise it will be difficult to justify their existence.
- Recruitment of supervisors should be based on acceptable criteria. These criteria should be known to all interested parties. Under normal circumstances, qualified teachers should be encouraged to apply. Whenever possible, the education criteria should override other qualifications.
- The Inspectorate should be decentralized by placing inspectors at ward level. Since it is unlikely that budgets for supervision will be increased in the near future, it will remain a problem to expect

4. TRCs in Tanzania are being managed by the following agencies: MS Tanzania (DANIDA), DGIS (Netherlands), UNICEF, Irish Aid, Aga Khan Foundation, Tanzania/Mozambique Friendship Associations (TAMOFA), the British Voluntary Services Overseas (VSO), PEP-DANIDA, World Bank and District Development Councils.

inspectors to make frequent visits to schools. The Ward has about 20-25 schools which can be handled more easily.

- Ward education officers should be academically and professionally upgraded. They should be given supervisory skills so that they are able to do more supervisory work than they are doing now. Subsequently, new WEC recruits should have a minimum of a Diploma in education.
- In-service training should be regularly organized and conducted to keep the supervisors abreast with innovation and new approaches in their subject areas. This can be locally organized using various approaches, including distance/open learning methodology. This will increase supervisors' competence and consequently their commitment.
- Supervisors should see their role as more advisory than inspection. Seeing themselves in this way, they will be able to work more towards assisting teachers in classroom instruction and less in the physical plant and school administration.
- Performance indicators (both qualitative and quantitative) need to be developed and used to appraise teacher performance.

The government has recently taken different steps in order to improve the efficiency of the education system. They include:

(a) Education and training policy

This policy was adopted in 1995 and:

- it emphasizes the decentralization of school management to school committees, which shall oversee development and financing;
- it also recognizes the importance of cost sharing as well as inviting private-sector participation in financing education as a means of eradicating most of the infrastructural problems that primary schools are facing;

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- it declares government intention to strengthen and resource supervisory services;
- it stipulates the qualifications for all education managers and administrators and emphasizes the need to provide training for specific jobs, including for the primary-school inspectors, the district education officers and the ward education co-ordinators.

(b) Amendment of Education Act No. 25 of 1978

The Education Act was amended in 1995 to accommodate all the changes brought about by the new Education and Training policy. The Act maintains the legal status for school committees. It also maintains the legal status of the inspectors in evaluating and assessing education standards and promoting school improvement.

(c) The Basic Education Master Plan 1997

This Plan seeks to operationalize the Education and Training policy within the basic education sector. The main objective of the BEMP is to revitalize basic education, by providing inputs in all areas of weakness:

- classrooms, furniture and teaching materials;
- teacher development, rationalization and redeployment;
- instituting a system of funding schools;
- monitoring and supervision;
- whole-school development planning;
- improving the school inspection system;
- development and co-ordination of TRCs through District-Based Support to Primary Education (DBSPE).

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(d) Other measures

In an attempt to create more transparency, the institution of minimum qualifications for different posts is one major thrust in the Civil Service Reform. It is being advocated that some or most of the posts should be filled by a process whereby prospective candidates apply and are interviewed before appointment.

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Chapter IV

School supervision in Zimbabwe

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LIST OF ABBREVIATIONS

ATP	Associate Teacher Programme
BSP	Better Schools Programme
DDC	District Development Committee
DEO	District Education Officer
DRD	Deputy Regional Director
DSO	District Staffing Officer
ECEC	Early Childhood Education Care
EO	Education Officer
H/O	Head Office
HOD	Heads of Department
NAEO	National Association of Education Officers
NAPH	National Association of Primary Heads
NASH	National Association of Secondary Heads
PTC	Public Transport Commission
RD	Regional Director
R/O	Regional Office
SADC	Southern African Development Community
SCU	Standards Control Unit
SDA	School Development Association
SDC	School Development Committee
SEITT	Science Education In-Service Teacher Training Programme
TMS	Teacher management Support
ZIMTA	Zimbabwe Teachers' Association
ZJC	Zimbabwe Junior Certificate

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INTRODUCTION

Zimbabwe is a landlocked country in Southern Africa, with an area of 390,757 square kilometres and a population, according to the 1992 census, of 10, 401,767. The population, growing at about 3 per cent annually is almost evenly distributed throughout the country with some 75 per cent in rural areas. The population density is about 27 people per km². The literacy rate for those aged 15 years and over has risen since independence from 20per cent to 80 per cent.

The situation of the education system

The education system in Zimbabwe experienced phenomenal expansion soon after independence in 1980. The expansion was made to redress the inequities that existed in the colonial past, where a dual system was in place, one for whites and the other for blacks. Soon after independence, education was made a basic human right and racial discrimination was abolished in order to arrive at 'Universal Primary Education' (UPE).

Education in Zimbabwe is divided into four levels, viz., early childhood education and care, the seven-year cycle of basic primary education; the four-year cycle ('O' level) of secondary school; and 2 years of high school ('A' level). Schools are either government (Ministry of Education, Sport and Culture) or non-government (Rural/ District Councils, Missions, School Committees, Mines, Boards of Trustees and Private Individuals).

Out of the 4,670 primary schools in the country, only 266 are government, representing 11 per cent of total enrolment. Around 25 per cent of the total number of primary schools are in urban centres with 75 per cent in rural and commercial areas. At secondary

level, 12,7 per cent of the 1,531 schools (28.3 per cent of the total enrolment) are government schools. As at primary, about 25 per cent of the schools are in urban centres.

The expansion of enrolment

The new mission of the independent State of Zimbabwe meant that educational provision had to be expanded to accommodate the social demand for education. *Table 1* shows how, in terms of the number of schools, pupil enrolment, number of teachers and the number of supervisors, the Education System grew after 1979. The average annual growth rates for these categories for the period 1979 to 1997 were 3.8 per cent, 6.4 per cent, 7.1 per cent and 7.9 per cent respectively. This trend shows that, on average, the responsibility of the primary school supervisor, as far as number of schools is concerned, remained fairly stable over this period.

Table 1. Number of primary schools, pupils, teachers and supervisors

Year	Number of schools	Number of pupils	Number of teachers	Number of supervisors
1979	2,401	819,586	18,595	78
1984	4,161	2,132,304	54,086	192
1989	4,507	2,233,340	58,370	303
1997	4,670	2,501,065	63,900	309

The expansion in the secondary education sector was even greater due to the fact that the majority of the African population had had no access to this level of education (see *Table 2*). The period 1980 to 1989 saw the construction of schools in rural areas where no secondary schools had been envisaged before. This enabled primary-school leavers to be absorbed in schools nearer their homes. The average annual growth rates for the period 1979 to 1997 were, for

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schools 12.7 per cent, for students 14.9 per cent, for teachers 12.4 per cent and for supervisors 8.5 per cent. This shows that the growth in schools, pupils and teachers outpaced that for supervisors and that the average number of schools for which a secondary supervisor was responsible, got larger as the years went by.

Table 2. Number of secondary schools, pupils, teachers and supervisors

Year	Number of schools	Number of pupils	Number of teachers	Number of supervisors
1979	177	66,215	3,534	36
1984	1,182	416,413	14,718	64
1989	1,506	670,615	24,547	156
1997	1,531	806,126	29,074	156

A point worth making is that, as the number of teachers has grown, the proportion of untrained teachers has been decreasing every year since the expansion in teacher-training colleges in 1984. At the outset, untrained and under-qualified teachers outnumbered trained teachers.

Due to the expansion of the education system, teacher/pupil ratios were fixed by the Ministry in agreement with the Treasury as follows:

(a) Primary schools – 1 : 40 including the Head.

(b) Secondary schools
- Forms 1 to 2 – 1 : 33,
- Forms 3 to 4 – 1 : 30,
- Forms 5 to 6 – 1 : 20,
- Practical subjects – 1 : 20.

The teacher/pupil ratios for both primary and secondary schools are strictly adhered to by schools. The Planning Unit of the Ministry controls these ratios to ensure that there is no over- or under-staffing. Overstaffing has financial implications.

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The internal efficiency of the system

The primary school system operates on a principle of automatic promotion. Only a small number of under-achievers, after remediation, are allowed to repeat. To a large extent, therefore, the children who do not progress from one grade to another, can be considered as drop-outs. During the 1992-1996 years the mean progression rates in primary schools were as follows (*Table 3*).

Table 3. Progression rates: primary schools

Grades	1-2	2-3	3-4	4-5	5-6	6-7
% Rates	88.7	89.8	95.9	96.0	100.0	95.7

The intention at primary level is that all children who enter school should complete the seven-year cycle in order to achieve 'Universal Primary Education'. However, drop-out continues to exist and is especially high between Grades 1 and 2, although primary education in rural and commercial areas is tuition free. The Grade 7 to Form 1 transition rate has been close to 70 per cent, on average. At secondary level, it is expected that students progress, without repetition, up to Form 4. It can be observed that an average of 9.6 per cent of students between Forms 1 and 6 drop out of the school system (see *Table 4*). Perhaps, at this level, drop-out may be caused by school and examination fees which rural parents are not in a position to afford as these include building levies.

Table 4. Progression rates: secondary schools

Forms	1-2	2-3	3-4	VI/L-VI/U
% Rates	88.7	89.8	86.7	96.4

The effect of these drop-out rates in the school system is redoubtable, particularly due to the fact that the unemployment rate in Zimbabwe is high at this period.

Education budget

In line with the above expansion, the education budget increased from about Zimbabwe $120 million in the 1979-1980 financial year to more than Zimbabwe $11 billion during the 1997-1998 financial year. In real terms, however, the budget shrunk from its 1979 value because of the falling value of the dollar in comparison with other currencies like the US dollar. In Zimbabwe, in recent years, the education budget has ranged between 21 and 22 per cent of the national budget. Approximately 92.7 per cent of this budget is used for salaries, the remainder covering administrative and capital costs.

Quality issues and improvement policies

Although the rapid expansion of educational provision meant that Zimbabwe has moved closer to the achievement of the universalization and democratization of education, the issue of quantity versus quality began to cause concern as early as 1981. It was felt that the massive expansion of education could compromise the quality on offer, as this expansion could not be matched with adequate financial, material and human resources.

The Zimbabwean education system is examination driven and examination results offer an interesting indicator of quality. Pupils sit for national examinations at the end of the seven-year primary-school cycle (Grade 7), at the end of the 2 year junior secondary school (Zimbabwe Junior Certificate – ZJC), at the end of the two-year middle high school (Form 4 – 'O' level examinations) and at the end of the two-year high school (Upper 6th – 'A' level examinations). Results obtained by pupils at Grade 7 and ZJC are not used for selection purposes into the next higher classes, but those at 'O' and 'A' levels are used for selection into sixth form and tertiary institutions, hence the low transition rates between Form four and Lower 6th form. The

average national pass rate in Grade 7 examinations during the period 1992-1996 stands at 83.5 per cent. At 'O' level it stands at 23.0 per cent and at 'A' level it is 69.6 per cent during the same period.

The Ministry, and indeed government, is aware that the education system faces problems in the provision of quality education and has put in place a number of strategies to address the problems:

- On the realization that central government funds alone could not meet the needs of an expanding education system, an amendment to the Education Act was made in 1991, allowing the formation of School Development Committees/Associations. These associations have authority to raise funds to meet certain shortfalls in their schools, such as textbooks, construction of classrooms, etc. in addition to the normal government inputs such as building and per-capita grants. Most rural schools were put up through self-help schemes funded by government and donors. Parental labour is expected from the community, with government and donors supplying building materials.

- Central government initially recruited expatriate teachers to afford children an opportunity to be taught by qualified personnel. At the same time, more teacher-training colleges were opened, which, together with the universities, produce teachers to meet the shortfalls which may take some time to overcome. Meanwhile, this shortfall is met by untrained teachers. The Associate Teacher Programme (ATP) was launched by the Ministry to give untrained teachers survival skills in the classroom.

- A number of school focused and school-based courses exist to give school heads resource management skills. The University of Zimbabwe has launched a distance education programme for school administrators, including on resource management. UNICEF

is currently running management courses for the heads of primary schools.

- The Better Schools Programme (BSP) is jointly funded by the Netherlands Embassy and the Ministry. The programme focuses on the improvement of schools through the development of teachers and the clustering of schools. Resource materials and equipment such as typewriters, computers and photocopiers are made available at teachers' resource centres for teachers' personal and professional development.

- The Science Education In-service Teacher Training Programme (SEITT), which is under the BSP programme, seeks to motivate and extend the teachers' knowledge in science and mathematics. Currently under this programme about 49 teachers have been in-serviced by the University of Zimbabwe and awarded Advanced Diploma Certificates in science and Mathematics teaching to enable them to assist other teachers at resource-centre level.

- The ADEA Teacher Management Support (TMS) programme identified inspectors' training needs for Zimbabwe and other SADC member countries. The materials have been written at sub-regional level and sub-regional workshops for training of trainers to standardize training strategies, are also being held.

- The curriculum at secondary level includes the teaching of practical subjects. In 1986, the Ministry approved a policy to vocationalize the curriculum at middle-secondary level. A total of 42 vocational courses, which have been designed with industry participation, are on offer at this level. This is meant to give students wider career choices.

- The Ministry, together with the Business Community in Zimbabwe, has also launched a programme where school pupils and their teachers at secondary level can be attached to industry for periods of between four to five days. The programme aims at bridging the gap that exists between education and industry so as to make the curriculum more relevant to what happens in the adult world of work. The programme also helps pupils to be realistic in choosing their careers.

- The government has also set up an Education Review Commission which seeks to make education more relevant to the socio-economic needs of the country.

- The importance of supervision cannot be overlooked, especially in the expanded education system in Zimbabwe. While teachers are supervised on a daily basis by heads and occasionally by education officers, there is need that an official record of their performance be kept in the form of a performance appraisal. This is not meant to be used as a punitive tool for teachers, but as a motivation tool to bring about the best from each individual. The Ministry introduced a performance appraisal system in 1996. While there are fears by officers of victimization by their heads of offices, it is believed that with training of the supervisors, the instrument will at the end be accepted and serve its purpose of motivation.

Some educational achievements

There are a number of positive results that have been obtained in the development of education in Zimbabwe. Four are worth mentioning in particular.

Firstly, since independence, education has been declared a birthright. This means that all parents who want education for their

children now have it at their door step. Government has provided incentives to local authorities to provide education for the masses by awarding grants as long as the schools are established and registered in terms of the 1987 Education Act.

Secondly, a number of pre-schools have been opened to enable young children to have access to standard and quality early childhood education. This is considered important because a well-structured early childhood programme provides a good headstart for primary education. A number of rural centres have been registered to date to afford rural children the same opportunities that are enjoyed by urban children. A number of teachers for the same centers have also been trained.

Thirdly, since independence, it has been government policy to integrate the disabled into the mainstream school. The Ministry is implementing three strategies to achieve this objective: provision of adequate equipment and facilities in the schools, together with specialist equipment at the Education Services Centre; supporting institutions that have special classes, with staff salaries, per capita grants, purchase of equipment and subsidies for buildings and running costs; and training and providing specialist teachers at lower teacher/pupil ratios.

Finally, the Ministry seriously considers the challenges of providing equal education opportunities for male and female pupils. The basic facts of this challenge can be discerned from *Table 5* below. The figures show that although at entry point there are slightly more girls than boys (50.2 per cent), by the time pupils reach Grade 7, girls are actually fewer (49.5 per cent). The percentage of girls keeps on falling up to university level. The Ministry is constantly seeking and, where feasible, implementing concrete policy actions to meet the challenges to address the needs of the 'girl child' with all the energy,

resources and skills at its disposal, like awarding scholarships to disadvantaged girls.

Table 5. Proportion of female pupils in schools

Educational level	% of girls
Primary	50,2
Lower secondary (Forms 1-4)	45.0
Upper secondary ('A' level)	38.3
Teacher/Technical/Vocational colleges	34.0
University	26.0

Source: Ministry of Education and Culture: 1996.

I. GENERAL OVERVIEW OF SUPERVISION AND SUPPORT STRUCTURES

1. Historical background

Supervision and support structures for teachers in Zimbabwe emanated from the United Kingdom, which was the initial colonizer of the country. To begin with, supervision was given more emphasis in European education through a system of inspectors. Education for the white child was made compulsory way back in 1932. The Inspectorate for African education was manned by the then Native Commissioners, who lacked the requisite educational background. It was only in 1972 that the first inspectors were introduced for African education. This was followed up by the appointment of Supervisors for primary schools in 1979. Each supervisor was in charge of a circuit of schools, under an Inspector.

The Ministry of Education then was divided into two divisions, one for European and the other for African education. The Inspectorate was also split into two, where some inspectors were in charge of either European or African schools' supervision. The European schools' inspectorate operated from two regions (Harare and Bulawayo) and supervised teachers in each half of the country because there were fewer European schools. The African schools' Inspectorate operated from four regions, comprising of Mashonaland, Midlands/Masvingo, Matabeleland and Manicaland.

With the merger of the two divisions at independence, and the resulting expanded education system, the staffing of the Inspectorate was increased and its structure decentralized into nine educational regions under a Regional Director who reported directly to head office. The term Inspector was dropped in favour of the term Education Officer which is still in current use.

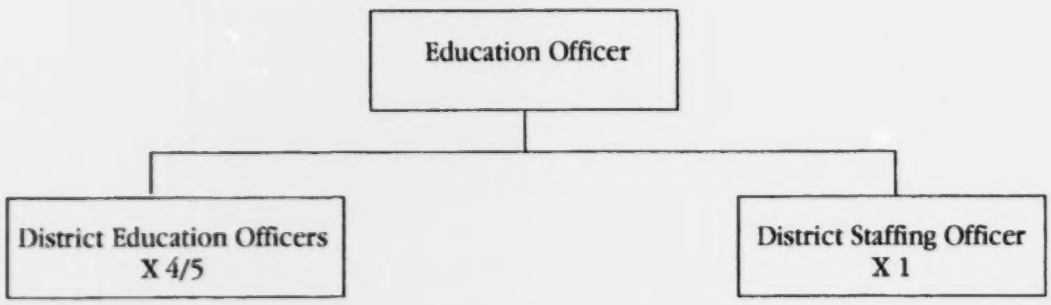
2. The overall structure of supervision and support services

Supervisory and support services are carried out by Ministry of Education personnel and no other Ministry or body supervises teachers and heads in schools. Ministry personnel supervise both government and non-government schools in a similar fashion. The difference between the two groups of schools is that the Ministry is solely responsible for all government schools in terms of finances, construction of infra-structure and supply of teaching/learning materials, while in non-government schools, other responsible authorities supply these services. The Ministry supports them with grants. As far as policy, curriculum and supervision are concerned, the Ministry of Education is responsible for all schools.

Supervisory services are based at three levels, that is at District, Regional and National levels.

At district level, as shown below, the supervisory team is headed by an Education Officer (EO) and under him/her are four to five District Education Officers (DEOs), depending on the number of schools in the district, a District Staffing Officer (DSO) and clerical staff. Each DEO is in charge of supervising a circuit of, on average, 22 to 23 primary schools. There are 63 districts in the country. The DEOs are not responsible for supervising secondary schools; this is the task of officers based at regional level.

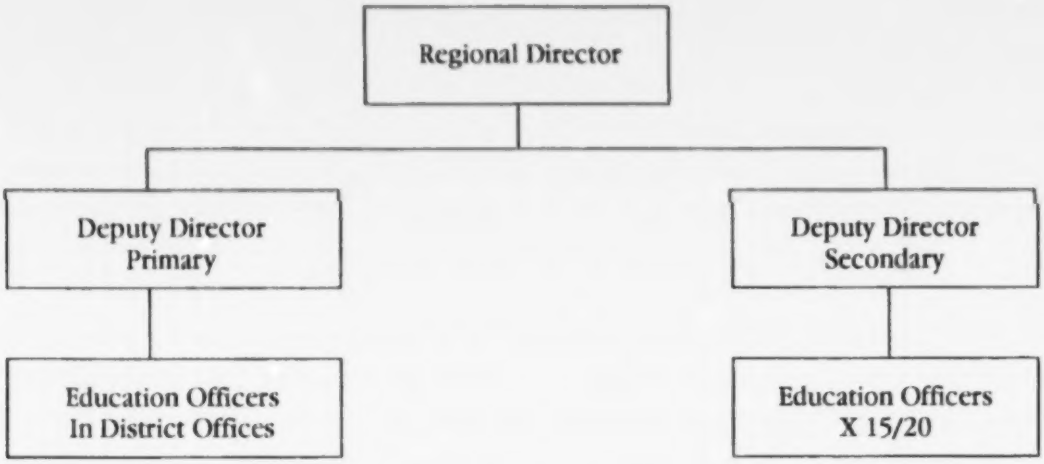
Supervisory structure at district level



The district supervisors are at the point of service delivery, hence the services they offer range from inspection of primary schools and teachers to advising schools on strategies to improve the quality of education. Most reading materials, books and pay advice slips that are sent from head office, are distributed to various schools, both primary and secondary, at this level. The DSOs functions involve the recruitment and deployment of teachers at district level.

At regional level, as shown below, the supervisory team is headed by a Regional Director (RD) assisted by two Deputy Regional Directors (DRDs), one for secondary schools and the other for primary schools. Under the DRD (Secondary), there are about 10 to 15 subject EOs, 2 EOs responsible for planning and buildings, 1 EO responsible for professional administration and services, 1 EO (non-formal) and 1 EO for staffing. Under the DRD (Primary), there are about 5 to 7 EOs (Primary), each one in charge of a District and 4 to 5 DEOs based in that district. In addition, 1 EO (staffing), Schools Psychological Services (SPS) officers and Early Childhood Education Care officers (ECEC) also report to the DRD (Primary). While the subject EOs and the EOs (primary) are directly responsible for supervising teachers, the other EOs render critical support services of staffing schools, teacher discipline, handling students' affairs, advising on special needs education for the disabled and advising on adult and infant education.

Supervisory structure at regional level

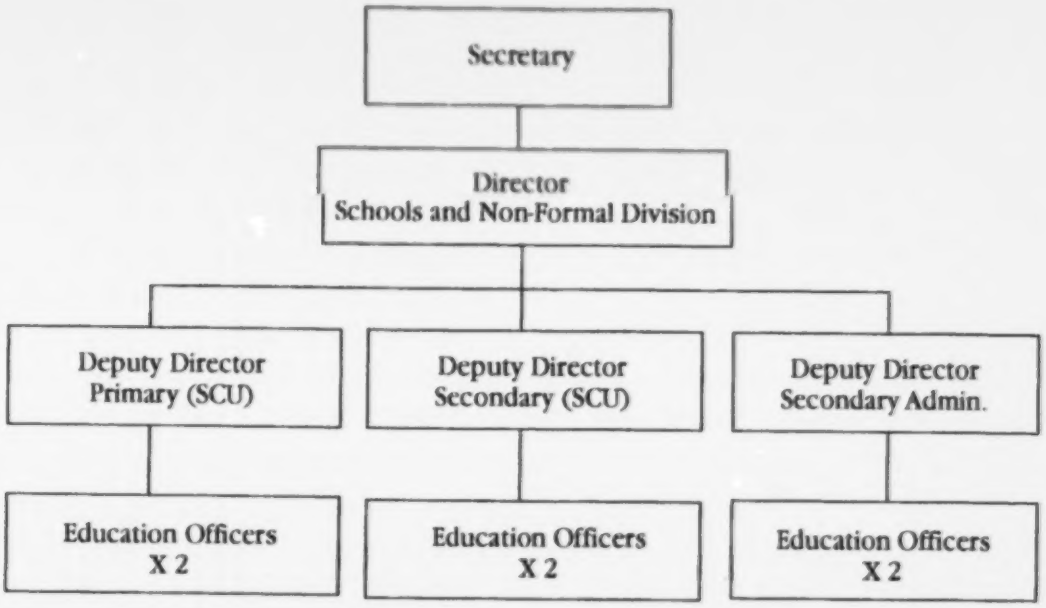


The RD oversees the regional education activities, while DRDs are directly in charge of EOs and DEOs. The key roles of EOs/DEOs are to advise and supervise teachers and produce reports on them. The reports are, in turn, analyzed by the Senior Management Team in the region. These are then passed on to the Standards Control Unit at Head Office for further scrutiny. Good practice emanating from a teacher or school is then cascaded to all regions.

At central level, the main unit in charge is the Standards Control Unit (SCU), operating within the 'Schools and Non-Formal' Division. This Division has three other sections: the Schools Psychological Services (SPS), Early Childhood Education Care (ECEC) and Non-Formal, each headed by a Deputy Director.

The SCU is the unit specifically tasked with the role of supervising teachers in both primary and secondary schools. The Unit has 3 Deputy Directors (DDs) (1 in charge of primary schools, 1 in charge of secondary schools and the other in charge of professional administration and services). These officers are assisted by 6 Education Officers (EOs), as shown below.

Supervisory structure at head office 'Standards Control Unit'



3. Official functions of the different services

At Head Office, the Permanent Secretary is in charge as head of the Ministry. Under him are five Directors in charge of different Divisions, i.e. Schools and Non-Formal, Sport and Culture, Education Development, Human Resources and Finance.

The structure of the Schools and Non-Formal Division was explained above. The Education Development Division has two sections: the Policy Planning section and a section comprising the Curriculum Development Unit (CDU) and Audiovisual Services (AVS). The Human Resources Division is in charge of professional staffing and administration. The Finance Division is headed by a Director assisted by two Under-Secretaries: one responsible for finance and the other responsible for supplies and revenue. Following the recent merger of Ministries, Sport and Culture is now a Division in the

Ministry. The Division is responsible for the promotion and development of sport and cultural activities in schools.

The Divisions in the Ministry all work to the accounting officer – the Permanent Secretary. Divisions formulate their operational plans, which are discussed by the five Directors who are the Heads of Division (HODs) together with the Secretary. HODs advise the Secretary on all professional issues and seek approval and authority on programmes that need to be carried out. HODs meetings take place almost every week throughout the year.

At Divisional level, weekly meetings are also held to carry out post-mortems of work done the week before and programmes planned for the future. It is through such meetings that items for discussion at HOD meetings are brought forward.

Regional directors hold similar meetings with their officers to formulate strategies for their operations. At least once a term the Secretary holds Regional Liaison Committee (RLC) meetings with Divisional heads and regional directors. It is at these meetings that policies are clarified, and operational successes or problems encountered are discussed and solutions sought.

Also, once a term similar meetings are held with organizations such as the Zimbabwe Teachers' Association (ZIMTA), National Association of Secondary School Heads (NASH), National Association of Primary School Heads (NAPH), Conference of Heads of Independent Schools of Zimbabwe (CHISZ) and Church Education Secretaries (CHES). These meetings serve to explain and clarify Ministry policies and programmes. Interest groups also get an opportunity to discuss their concerns with the Secretary and his/her staff.

4. Relations with other pedagogical services

The need to enlist the services and support of other pedagogical services has become more pressing, given the dwindling resources available to supervisors to carry out their work. Among others, these pedagogical services include those to do with pre-service and in-service training, pedagogical research, curriculum development and implementation (Curriculum Development Unit), and examination and testing (Zimbabwe School Examinations Council). All these services have one objective in common, to improve pedagogical practices in the classroom.

Pre-service training of teachers is the responsibility of the Ministry of Higher Education and Technology. Although the college lecturer has the task of training student teachers, co-operation with the external supervisor has been found to be critical as it is the supervisor who will take over as soon as the teacher completes pre-service training. The external supervisor has often been called upon to advise on the structures, operations and conditions of service of the Ministry of Higher Education. The external supervisor has also often been called in as an external moderator/assessor/examiner, especially in the teaching practice component. As regards in-service training, it is part of the external primary-school supervisor's mandate to initiate and run such courses for heads of schools and serving teachers, while secondary-school supervisors have to do the same for heads of school, heads of department and teachers in their specialist subject areas. In executing their in-service tasks, supervisors have enlisted the services of pre-service trainers in the colleges to assist as facilitators. This means that, in principle, a close relationship exists between the pre-service trainers and the external supervisors.

This close collaboration can be illustrated by the situation in the Kwekwe district.[1] The district supervisors worked with college and university lecturers in the assessment of student teachers on teaching practice. District supervisors accompanied these lecturers on their trips in the district. On occasions, supervisors were requested to make reports on the performance of student teachers. The reports were eventually sent to colleges to become part of the students' assessment.

Another important service in which the external supervisors are involved concerns curriculum development and implementation. The Curriculum Development Unit is the Ministry's organ tasked with the responsibility to develop and modify school curricula as needs and/or circumstances dictate. Some of these circumstances may be related to ideological, political, technological and/or social changes that may be taking place. Some of the key activities include writing new syllabuses or updating existing ones, pilot-testing the syllabuses, writing materials to go with the syllabuses, evaluating textbooks and training teachers. It is in the execution of these tasks that the external supervisor is found to be invaluable at both national and regional levels. In this regard they work closely with the Curriculum Development Unit officers in carrying out the outlined tasks. The same supervisors also follow-up and monitor the implementation of the new curricula and provide such support as may be required by teachers.

Examination and testing are critical aspects in pedagogical improvement. These are sometimes viewed as having a greater influence on what goes on in the classroom than the official syllabus, especially in Third World countries where examinations still play a

1. This district was selected for a more detailed case study on the daily operation of supervision and support services (see Part III of this paper).

leading role. The external supervisors, especially education officers, play an important role as item writers and markers of the examinations. While serving teachers and lecturers also participate in these important activities, it is believed that external supervisors have the element of neutrality and can use their long experience as both teachers and supervisors to the advantage of the system. After this, they also participate in grading of candidates as well as in compiling reports for use by teachers.

The Evaluation and Research Unit in Head Office carries out research into various aspects of the education system that have a bearing on pedagogical practices and the quality of education. While its findings have been useful in informing debates on educational policy, they have not adequately filtered down to the supervisor and/or the teacher in the classroom. Various other organizations, including the university, have also regularly carried out pedagogical-related research. The results have not always been made known to the supervisor or the teacher. In both cases the supervisor is an active participant as far as field work for the research is concerned, but gets to know very little, if anything, beyond this stage.

It must be mentioned that supervisors in Zimbabwe interact also with other Ministries. Supervisors in Kwekwe district, for instance, as in all other districts, worked with officers from the Ministries of Health, Local Government and National Housing, who also visit schools, for example, for health education programmes. They, in most cases, shared vehicles with supervisors to overcome transport shortages. This poses a problem of co-ordination of government interventions. At district level, programmes of various Ministries were co-ordinated through the District Development Committee (DDC). The committee was chaired by the District Administrator, under the Ministry of Local Government and National Housing. Its membership

included councillors from various wards within the district. The committee articulated and prioritized developmental needs of various wards in the district. By virtue of being at district level, external supervisors were members of the DDC.

5. Classical supervision and support services within a broader perspective: school-site support and services

In Zimbabwe, the Ministry has realized that it has become difficult for external supervisors to effectively monitor all what goes on in schools. As a result, their impact has become somewhat questionable. In view of this, some supervision and support tasks have been devolved to the school as well as to the school locality. School suitability boards, school clusters and resource centres, fairly new innovations, are becoming part of the supervisory process. School Development Committees (SDCs) in non-government schools and School Development Associations (SDAs) in government schools are community organs that have long existed and have become involved in school affairs, though their focus is on non-professional matters. While they do not supervise teachers per se, they provide physical, material and financial resources that enhance teacher effectiveness in the classroom.

The responsibility for in-school supervision and support rests with the school heads. However, it has become increasingly clear that they alone cannot cope with this task, because schools are becoming larger and administrative tasks more complex. Structures have been set up whereby deputy heads and teachers-in-charge (in primary schools) and heads of department (in secondary schools) play an active role in the supervisory process. The heads of department are critical players, due to the fact that they are specialists in a subject area of which the school head may have little knowledge.

The introduction of performance appraisals in the public service (including the teaching service) implies an emphasis on the role of school-site supervisors. The district education officers and education officers cannot supervise and assess all teachers in the country. As a result, school suitability boards have been formed at every school: their task is to assess the performance of the teachers and subsequently recommend them for performance-related bonus or otherwise. The district education officers and/or education officers only play the role of moderator and arbitrator in the whole exercise. This is another demonstration of the relationship that exists between in-school supervisors and those located outside the school.

One way in which pedagogical support is provided is through school clustering. In Zimbabwe, the concept was given shape in 1993 under the 'Better Schools Programme'. According to the Chief Education Officer Circular Minute Number 9 of 1994, the main aim was to improve the quality of education through better school management. Under this concept, on average five to eight neighbouring schools (primary and secondary) cluster together. The heads of school in the cluster are expected to share experiences on professional matters that include school administration, supervision and staff development. This was all based on the belief that peer support was more likely to bring about change in management behaviour than instructions from more senior officers. Meetings of heads of school, visits to schools on a rotational basis, team supervision, staff development meetings for teachers of member schools and resource building are some of the key activities of these clusters.

Cluster activities were not meant to replace, but to complement, regional and district office supervisory activities. Regular cluster reports are sent to the district and regional offices for their

information and to provide data upon which decisions and further staff development and support can be based. While the original cluster concept was meant to respond to and address immediate needs of school heads, the programme was expanded in 1996 to include teacher management and support. District resource centres have become a feature of the expanded programme. All clusters within a district can benefit from the resources which include networks for professional support, multi-media training, teaching-learning materials and facilities, and reprographic and other equipment. An added feature of the resource centres is that they also service the communities. Already there is growing evidence that the cluster concept and the related resource centres have injected more co-operation among the members (both teachers and heads) and have, among other achievements, facilitated conflict resolution at the local level.

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II. THE MANAGEMENT OF SUPERVISION SERVICES: BASIC FACTS AND CRITICAL ISSUES

1. Basic facts and figures: 1997

In presenting basic figures on supervisors, external supervisors will be regarded as those directly in charge of supervising and giving support to teachers, and based at district and regional levels. This evidently includes the officers in charge of supervising primary and secondary schools, but also officers like EOs planning, guidance and counselling, buildings, non-formal, staffing and professional administration, who provide support services and deal directly with schools. Schools Psychological officers, remedial tutors and ECEC officers are not included in the analysis. Head Office personnel whose role is merely that of co-ordinating educational activities and charting policy strategies for regions and schools, are not included either. The analysis below has also left out regional directors and their DRDs, who seldom visit schools.[2]

We examine first staff responsible for primary schools and then those in charge of secondary-school supervision and support.

Primary school supervisors

Zimbabwe has 9 regional offices and 63 districts with a total of 4,670 primary schools. These schools, with a total of 63,900 teachers, are supervised by 68 EOs and 241 DEOs. The national ratio is 1 EO to 69 schools and 1 DEO to 19 schools. The ratios of EOs and DEOs to teachers is 1 to about 940 teachers and 1 to 265 teachers, respectively (*Table 6*).

2. Some data can be given: there are 9 RDs (one female) and 18 DRDs (four females). These officers have served the Ministry for over 20 years and are all above 50 years of age. The RDs and DRDs are all certified graduates.

Table 6. Number of primary-school supervisors and teachers

Type of officer	Number of officers	Number of schools	Number of teachers	School/ supervisor ratio	Teacher/ supervisor ratio
EO	68	4,670	63,900	69	940
DEO	241	4,670	63,900	19	265
EO + DEO	309	4,670	63,900	15	207

Table 7 on age distribution shows that 227 (73.5 per cent) primary-school supervisors are over 50 years of age, which means that they are nearing the retirement age of 60. This could mean a loss to the system in terms of experienced officers and the resultant retirement packages. Perhaps the system must seriously consider recruiting more supervisors from the 30 to 45 year age groups.

Table 7. Distribution of primary-school supervisors by age and gender

Age	0 years+	30 years+	40 years+	50 years+	Total
Male	0	4	61	218	283
Female	0	3	14	9	26
Total	0	7	75	227	309

Table 8. Distribution of primary-school supervisors by qualification

Qualification	CE	Diploma in education	B. Ed	M. Ed	Total
Male	150	13	115	5	283
Female	9	3	14		26
Total	159	16	129	5	309

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The majority of primary-school supervisors (56.5 per cent) hold Certificates or Diplomas in education (*Table 8*). These are teaching qualifications obtained after four years of secondary education and three to four years of teacher training. The remainder hold Bachelor and Master of Education degrees. This reflects a well-qualified cadre of supervisors for this level of education.

Table 9. Distribution of primary-school supervisors by length of service

Years	0 years+	10 years+	20 years+	30 years+	Total
Male	1	13	108	159	281
Female		9	11	6	26
Total	1	24	119	165	309

As shown in *Table 9* the majority of primary-school supervisors (53.4 per cent) have served the Ministry for over 30 years. This means that the current pool of primary-school supervisors are quite experienced, having been classroom practitioners before becoming external supervisors.

Secondary-school supervisors

Table 10 shows that there are 156 secondary-school supervisors in the whole of the country. They supervise 29,074 teachers in 1,531 schools. This gives ratios of 1 EO to 10 schools and 186 teachers. However, it must be noted that 45 of these EOs do not directly supervise teachers but provide other support services, as has already been mentioned above. The number of teachers supervised by subject officers varies from subject to subject. The number is in fact higher than that indicated in the Table, as in small schools teachers may end up teaching two or more subjects. The system of training in Zimbabwe is such that each teacher specializes in teaching two subjects at secondary-school level.

Table 10. Distribution of secondary-school supervisors by subjects and number of teachers supervised

Subject	Number of officers	Number of teachers	Supervisor/Teacher ratio
English	14	4,058	290
Mathematics	11	3,490	317
Science	12	3,954	330
Geography	9	3,177	353
History	9	2,569	285
Shona/Ndebele	10	3,721	372
Religious education	6	1,214	202
Commercials	6	1,577	263
Home economics	9	1,884	209
Technical subjects	10	1,686	169
Agriculture	8	1,744	249
Guidance-Counselling	7	All (29,074)	4,153
Other oficers	45	All (29,074)	646
Total	156	29,074	186

Table 11. Distribution of secondary-school supervisors by age

Age	20 years+	30 years+	40 years+	50 years+	Total
Male		6	84	50	130
Female			12	4	16
Total		6	96	54	156

Of secondary-school supervisors, 61.5 per cent are in the 40 to 50 year age group (*Table 11*). This is quite a healthy situation because it means that the officers have quite some time before they reach retirement age.

Table 12. Distribution of secondary-school supervisors by qualification

Qualification	CE	BA/B.Ed./B.Sc.	MA/M.Ed./M.Sc.	Ph.D.	Total
Male	5	119	14	2	140
Female	0	12	4	0	16
Total	5	131	18	2	156

Almost all secondary-school supervisors (96.8 per cent) are certificated graduates (*Table 12*). Their qualifications range from a first degree with a Graduate Certificate in Education to a Ph.D.

Table 13. Distribution of secondary-school supervisors by length of service

Years	10 years+	20 years+	30 years+	Total
Male	19	94	27	140
Female	2	12	2	16
Total	21	106	29	156

As shown in *Table 13*, the majority of officers (67.9 per cent) have served the Ministry for between 20 to 29 years.

It would appear that a lot still remains to be done to balance supervisors by gender, because only 9 per cent of them are female officers, for both primary and secondary schools.

Data on school supervisors are available in regional offices and at the Schools Division. However, these are not stored on computer. Perhaps there is need to create a database for such information to be easily accessed.

2. Management issues

(a) Recruitment

Recruitment of supervisors is done through open advertisement, application and interview. Heads of office are also required to write individually to qualified, eligible women inviting them to apply, pointing out that it is in line with government policy to increase the number of women in management positions. District education officers are recruited from the ranks of headteachers of primary schools (those at level 'Head 1'). Those eligible for the post of Education Officer (Primary) include officers who have served for a minimum of one year as DEO, Head II or Deputy Head I Secondary, Head III or Deputy Head 2 Secondary or Lecturer II.

For the secondary sector, the basic criterion for eligibility to the post of Education Officer is that the applicant must be a certified graduate. In addition, the post of Education Officer (Supervision) is subject specific. Officers who have served for at least one year in the grade of District Education Officer, Head III or Deputy Head 2 Secondary, Head 2 or Deputy Head 1 Secondary and Head 1 Secondary, Principal Writer or Lecturer II are eligible. Senior teachers who are certified graduates with at least five years' experience are also eligible. Unlike in the primary sector, where the chain of command is clear, the situation in the secondary sector is obscure because 'Head I' is in same grade as 'Education Officer'. This raises problems as the Head Is feel that they cannot be supervised and advised by an officer of equivalent grade.

In Kwekwe district, and in keeping with the practice in Zimbabwe, all external supervisors had risen through the ranks of teacher and headteacher before their promotion to the supervisory grade. They were all promoted through application and interview. However, they

expressed the view that promotion to such posts should be based on performance rather than seniority. It was also noted that some supervisors in the district had initially been recruited with low academic qualifications, but had since studied privately to obtain better qualifications.

It is fair to say that all school supervisors in Zimbabwe are 'home-grown' because they were all classroom practitioners before rising through the ranks of deputy head, head or lecturer until they got promoted to supervisory grades. This has a disadvantage, especially for primary schools where the majority of these officers are now nearing retirement age.

(b) Career development

The issue of career prospects, for any job, is critical, given its implications on the motivation of the officers. For supervisors, it has also become a thorny issue and has dominated debates on conditions of service. The DEO aspires to become EO, while the EO's next promotion is to the grade of deputy regional director. However, given that the structure of supervision is pyramidal, promotion prospects are slim. Most officers retire before promotion comes their way. Meanwhile, promotion prospects outside the Ministry are almost nil. This situation does not augur well for the motivation of the officers.

Dismissal rules for the supervisory and support services officers are the same as those that apply to all other civil servants. These are stipulated by the employer, the Public Service Commission, on initial appointment. A case that warrants dismissal must be related to a serious breach of Public Service Regulations. In practice, the process of dismissal is seldom initiated and very lengthy.

(c) Training

There is no specialized training for supervision and support service staff. However, on appointment the DEOs and EOs undergo orientation through an induction course at regional level. This usually takes the form of attachment to an experienced officer (mentor) who accompanies the appointee on supervision missions and offers guidance and advice. In addition there is also a one-week induction course organized by head office. It is at induction that the appointed supervisors are issued with reporting guidelines and formats.

Three of the six supervisors in Kwekwe district indicated that they had not been offered the opportunity to attend a headquarters induction course. They had been in the posts for three, four and eight years respectively. Since these officers were promoted from the grade of experienced heads, the Ministry may have assumed that they knew how supervision services functioned. One of the officers commented: *"Never exposed to induction...relying on my experience as a former head"*. The other three had been inducted for periods ranging from two to five weeks. They indicated that they had found the induction courses useful, as this gave them a good head start to their new functions.

All six supervisors had been attached to experienced officers, who accompanied them on supervision missions to offer guidance and advice. All the supervisors in the district indicated that, soon after their appointment to the supervisory grade, they had had such attachments for periods ranging from two to three weeks.

In-service courses are an ongoing exercise at all levels: national, regional and district. Most supervisors have attended management courses that are run annually by regional offices and, occasionally, by head office with external resource-person inputs. A few officers have

gone for short-term training courses abroad. Perhaps what is worth mentioning, is that the University of Zimbabwe, through the distance education programme, is running an invaluable education planning and administration degree course that has attracted over 5,000 teachers and education administrators, including supervisors. Other sections of the Ministry also run courses for supervisors from time to time in an effort to broaden their perspective on the Ministry, its functions and operations. For example, the Research and Evaluation Unit runs training courses on data collection, survey techniques, data building and data management.

More detailed information was collected from among staff in Kwekwe. Five of the supervisors commented that they had not attended supervision-related courses in the last three years. They all expressed the view that such courses were necessary to enlighten and further equip them for general school administration, supervision, report writing, public relations, as well as on how to run staff development courses for teachers and heads of school. Support service officers such as Remedial Tutors and District Literacy Co-ordinators, like external supervisors, undergo courses aimed at improving their efficiency and effectiveness in the areas that they are practising in the field. The officers also follow the same rung of promotional prospects as external supervisors.

What emerges above is that supervisors in Kwekwe district were well trained academically and professionally. However, they were not receiving much support from the Ministry, in terms of courses, to equip them adequately for their task of supervising schools. An analysis of the situation in other districts and regions would be needed to assess the extent of the problem.

The Ministry, with the assistance of UNICEF, conducts some staff development courses on management for heads of primary schools.

They cover such areas as human and financial resource management. Supervisors were also involved in these courses. Initially the supervisors were trained to give them a thorough grounding in these topics before assuming the role of resource persons.

With the introduction of Performance Appraisals, courses had been held nationally to acquaint officers with the system. All supervisors in Kwekwe had attended the appraiser courses, where they were trained on how to appraise their subordinates, heads of school and teachers. The duration of such courses ranged from one to three days.

As a matter of policy, clerical support staff in the Ministry are also expected to undergo in-service courses that are offered to improve their effectiveness and efficiency. Such courses are offered through the Public Service Commission at Public Service Training Centres or through other private Commercial Colleges. Each region has a staff training vote allocation that caters for the training needs of clerical and administrative personnel.

Some Kwekwe district clerical staff had benefited from the facility. Three of the officers had undergone upgrading courses. The two clerks had done accounting, personnel and supervisory management courses at Diploma level. The typist/stenographer had also done elementary word processing. However, she was likely to lose the skills since the district office had no word processor. Support service officers obtain certificates specifying courses passed. These are used for promotion purposes. The one category of support service officers that were not offered packaged course materials was that of office orderlies. However, in Kwekwe, they had also lately participated in a one-day course on Performance Appraisals.

(d) Support for supervisors

The Ministry provides information and guidelines to the officers in an effort to enhance their effectiveness and also to ensure that they operate within the law. Once appointed and inducted, the supervisor is issued with a circular on reporting guidelines and formats to be used (Chief Education Officer's Circular Minute Number 14 of 1998). The document shows standard reporting formats that can be used for different types of visit, to ensure uniformity. More recently the Ministry, in conjunction with other SADC countries, has embarked on a programme aimed at addressing the needs of external supervisors. The programme involves production of modules to support the overall supervisor training and development programme.

Besides the efforts outlined above, supervisors also receive various circulars from the Public Service Commission, the office of the Permanent Secretary, the Chief Education Officer and the Regional Director. These circulars are meant to provide regular updates on the regulations under which these supervisors are operating.

There are various professional organizations which have as one of their recognized aims to provide support to education officers, to teachers and schools. One of the provisions of the Education Act (1987) is that the Minister shall recognize only one association of teachers, which shall represent all teachers in Zimbabwe, the Zimbabwe Teachers' Association (ZIMTA). Some sub-associations operate under the auspices of ZIMTA, including the National Association of Secondary Heads (NASH), the National Association of Primary Heads (NAPH),and the National Association of Education Officers (NAEO). Teachers also have subject associations, especially at the secondary level. The critical question is how these various professional organizations relate to the supervisors located outside the school system (education officers and district officers). There is

a strong relationship as regular meetings are often organized to promote dialogue. The work of these organizations is also fundamentally complementary to that of the supervisor in that both sides aim at improving pedagogical practices in the classroom.

(e) Monitoring and evaluation of supervisors

In the primary sector, the district education officers report to the education officer in charge of the district. The latter monitors the activities of the DEOs and requires them to produce a programme of activities and targets in terms of the number of school visits, supervision reports and staff development programmes to be undertaken. The DEO is then expected to provide regular progress reports on the 'agreed' programme of action and at the end of the year, to write an annual report for submission to the education officer. The education officers are supervised along procedures similar to those outlined for DEOs, by their respective deputy regional director.

Supervisors have all along been appraised through a system of confidential reports compiled at the end of each year by their immediate superior. These confidential reports were used when the officers were considered for promotion. With the introduction of performance management throughout the public service, the system is set to become more transparent. Promotional considerations, as well as performance-related pay, are to be based on the appraisals. At the moment of writing this report, the main problem seems to be the absence of uniform performance indicators that are laid down for use in all the regions. This is likely to result in variations in assessment.

3. Budgetary and financial matters

(a) Salaries

Table 14. Basic salaries for supervisors[3]

Grade	Title	Salary scale (per year) $	Transport Allowance (per month) $	Housing allowance $
7	EO	165,864 162,516 159,096 155,676	189	208
8	DEO	152,184 148,692 145,080 141,468 137,856	159	170

Table 14 above shows the basic annual salaries of the EOs and DEOs at the time of writing (July 1998). The lowest salaries shown here are those for beginning officers and they increase with their length of service. Public service officers received a substantial pay rise in mid-1997. For instance, a beginning DEO received Zim $97,368 in June 1996 as compared to Zim $137,856 in July 1998 (in US dollar terms, this however would have represented a decrease, because of the strong devaluation of the currency over that same period). In addition to their salary, supervisors also receive allowances in respect of housing and transport. Salaries and allowances are paid monthly to the officers, as set out in the schedule of pay days for all Ministry personnel. All supervisors and support staff were paid through their bank accounts and they indicated that their salaries were received on time each month.

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3. In Zimbabwe dollars.

Salaries and allowances differ according to rank and level of responsibility. At the time of writing, Performance Management was being introduced to the system, but so far it has not yet been used to award higher salaries to those officers who perform well. In terms of Public Service regulations, civil servants cannot engage in any activity for gain unless prior authority is given by the employer. This means that supervisors do not get extra income, official or otherwise, over and above their salaries and allowances. Those who do so are flouting official regulations.

On the whole Ministry of Education salaries do not compare favourably with those in the private sector or in parastatals. Ministry officials earn much less, although they may have the same or similar kinds of training and/or academic qualifications. Before the recent salary increases, private-sector employees got 172 per cent and parastatals got 82 per cent more than civil servants (Job Evaluation Exercise, 1995). As a result of this Job Evaluation Exercise, civil servants' salaries were increased to reduce the gap. However, disparities still exist and might start widening again due to the fact that the private sector awards higher increases.

It is instructive to compare supervisors' financial conditions with those of headteachers. There are three grades of headteacher. Head I and Head II in the secondary schools receive the same salaries as education officers and district education officers, respectively. Head III (Secondary) and Head I (Primary) receive salaries that are about 15 per cent lower, while the salary of Head III (Primary) is 40 per cent lower.

Commenting on their salary levels, five of the six supervisors in Kwekwe district felt that their salaries were far too low, describing them as poor. Their main argument was that the salaries lagged behind those offered in the private sector and that they were far

below the cost of living. Only one supervisor felt that salaries awarded to supervisors were satisfactory.

(b) Travel allowances

District supervisors, like their counterparts at regional level, are entitled to allowances to cover inspection visits. At the time of this project, these allowances were pegged at $700 for hotel accommodation and $50 as supplementary allowance per day. Supervisors who opted out of hotels were entitled to $150 per day for use of private accommodation. Allowances for lunch and dinner were $70 and $80 respectively. Other allowances included $2.80 per kilometre (on tarred roads) and $3.11 per kilometre (on gravel roads) for the use of a personal vehicle on government duty. Those who opt to use public transport can claim the normal bus/train/airfare by attaching the receipt to the claim form. Some officers use government vehicles. The Central Mechanical Equipment Department (CMED) depots throughout the country supply such officers with fuel. CMED then claims from the relevant government vote allocations specifically meant for fuel and the payments are effected by the Finance Division in the Ministry. Travel and subsistence allowances are revised from time to time to keep them in line with the rising cost of living.

There are two ways of obtaining the money for travel and subsistence. The first is that officers can use their own money and then claim afterwards, producing the relevant receipts. The second method is by applying for an advance and then returni,g whatever balance there is, with receipts.

According to the Kwekwe supervisors, two main problems were associated with the payment of these allowances: (a) that they lagged behind the cost of living, and (b) that there were serious delays, of even up to two years, in refunding those officers who had undertaken

field trips without applying for advances. Given the above scenario, the sensible thing to do is to apply for advances before undertaking trips. However, the district supervisors argued that it was equally difficult to get these advances due to bureaucratic practices in the system.

(c) The budget

It is difficult to get a precise idea of the budget made available for supervision and support services. The total Ministry budget is distributed among the different departments, as follows (indicated is their share in the 1997/98 budget vote):

	%
*Administration and General	3.80
*Audiovisual services	0.07
*Literature Bureau	0.03
*Secondary education	33.60
*Primary education	62.00
*Sport and Culture	0.50

Subsistence and travel costs are included for each sub-sector: for example, Administration and General at Head Office has $429,374,000 of which $39,073,034 are for subsistence and travelling. This amounts to 9.1 per cent of Head Office allocation, but only 0.4 per cent of the total education budget. Subsistence and travel for the whole Ministry amounts to $512,660,000 which is 0.5 per cent of the entire vote allocation. In-service courses through which, among others, supervisors are trained had a budget of $9,000,000. This represents 0.08 per cent of the education budget. Salaries for officers and other support staff take up the largest chunk of the budget: about 93 per cent in 1997-1998.

The budgets for primary and secondary education are allocated to the different regional offices on the basis of the number of pupils, the number of teachers and the number of supervisors and their grades. Within the regions, each district is expected to be allocated its share of the budget on the same principle. However, in the Midlands region, where the case study was undertaken, only some items had been allocated to district levels. The rest were controlled at the regional office and all sections of the region drew from the same pool. *Table 15* shows those regional vote allocations that were of interest to the supervisors and allocations for Kwekwe district. Allocations for salaries were not included in the table.

Table 15. Basic budget allocations for midlands region and Kwekwe district

Type of vote allocation	Regional Allocation	Allocation for Kwekwe
Official travel	$150,000	Regional pool
Subsistence	$1,198,000	Regional pool
Vehicle hire	$909,000	$44,258
Books and periodicals	$16,000	Regional pool
PTC services	$364,000	$16,000
Printing and stationery	$216,000	Regional pool
Staff courses	$183,000	Regional pool
Office and miscellaneous	$167,000	Regional pool
Water, light and electricity	$90,000	Regional pool
Maintenance of equipment	$85,000	Regional Pool
Total	$3,378,000	$60,258

Only two items, vehicle hire and PTC services, had been specifically allocated to the district. The EO in charge of the district controlled the use of these funds and accounted for them to the regional director. Individual supervisors had no control over the

budget. Comments from supervisors indicated that they had no idea how the budget was controlled. They all agreed that the arrangement was unsatisfactory as they were often told not to travel because the budget had been blown. This indicates that the budget was insufficient. One supervisor described the situation as: *unsatisfactory ... more often sitting in the office reading newspapers.*

4. Working conditions

(a) Offices and office equipment

A government complex of offices has been built in the main urban centres of each region. The Ministry of Education, Sport and Culture has its share of these offices. Unless the number of staff exceeds the available office units, each regional supervisor has his/her own furnished office. A similar programme to provide district-level supervisors with office accommodation has been underway in many districts. This has gone a long way in providing suitable office accommodation in many districts. However, this programme has not covered all districts due to financial constraints. As a result, some education officers (Primary) and the district education officers who are supposed to operate from the district offices are forced to operate from regional offices, while others have to use rented offices. The main problem at the district offices, however, has been the lack of adequate and suitable furniture.

The situation in Kwekwe district can serve as an illustration. The six external supervisors were provided with individual offices in a rented building on one floor of a fairly new three-storey building. On the same floor, they were provided with two toilets and a conference room of about 16 square metres. Each office had a telephone receiver, a desk and a chair. There were offices for a remedial tutor, a pre-school trainer, district literacy co-ordinator,

clerks and a typist (the typist also doubled up as a telephone operator and a registry clerk). While supervisors expressed satisfaction with their office accommodation, they showed some dissatisfaction with furniture items, especially the lack of filing cabinets.

Another problem is linked to the lack of residential accommodation for supervisors especially in the urban centres. Some officers are forced to commute daily from their home town to their place of work, while in other cases the entire regional staff have preferred to operate from offices outside their region. Not only does it mean that the offices built for them are not being utilized, but also that the supervisors are far removed from the teachers whom they are supposed to serve. The situation in Kwekwe, which is not a big urban centre, is quite satisfactory. Although neither supervisors nor support staff were provided with residential accommodation by the Ministry, as officers were expected to buy their own private homes, all but one officer lived within a manageable distance of 2 to 10 kilometres from the office. One officer travelled 23 kilometres to work.

(b) Transport

Each region is supposed to have a fleet of cars for use by its officers, including those located at district offices. This arrangement has been in place since the early years of independence. However, these cars have outlived their usefulness. Most of them are grounded, while those that are still on the road will break down every now and then. It is not surprising to find an entire region with only one reliable vehicle for all its administrative and professional operations. The shortage of cars has seriously handicapped the operations of supervisors. Planned trips to schools have had to be called off because the only vehicle has suddenly become unavailable due to a mechanical breakdown or because it is to be used for some more urgent

administrative work. Again, Kwekwe district can offer a useful example. The office was provided with only one light lorry that can sit three people. The original purpose of the light truck was to ferry materials to schools, but it is now also used for supervision of schools. This, in fact, had a negative impact on the number of schools that supervisors were able to visit. In some cases supervisors used transport that was provided by other Ministries, particularly the Health Ministry, and some book sellers. The issue of shortage of transport has dominated the debate on supervisors' conditions of service. All officers in Kwekwe expressed dismay at the level of transport availability. They indicated that this was a major impediment to their operations.

(c) Secretarial facilities

Secretarial and clerical services are in many cases inadequate. Sometimes it takes several weeks to have reports typed and despatched to schools. As a result feedback is often late and, therefore, less effective than was originally meant. Kwekwe district is somewhat of an exception. The supervisors had two clerical support staff who assisted in staffing matters, especially the deployment and management (leave, transfer and payments) of teachers. They also offered advisory services to teachers, especially on the interpretation of policy circulars and public service regulations. The typist/stenographer, on the other hand, assisted with the typing of reports made by supervisors after their inspection visits. Supervisors were provided with one office orderly who also served as a messenger and cleaner. The supervisors were satisfied with these services, which three out of the six rated as excellent, while the other three described them as satisfactory.

III. THE DAILY OPERATION OF A SUPERVISION SERVICE IN KWEKWE DISTRICT

Introduction

The district

The case-study examined Kwekwe district in the Midlands region. The district was chosen for this project because, of the eight districts in this region, it is the most centrally located and therefore representative of the province as a whole. Its population includes of all the major ethnic and language groups in the country. It also has a balance of the communal, commercial farming, urban and resettlement areas whose varied socio-economic activities give a true picture of the region. At the last census in 1992, Midlands province had a population of 1,307,679 people of which 48.60 per cent were female. Kwekwe district had a population of 223,146 people, representing 17 per cent of the population in the province. About one third lived in Kwekwe urban and the rest in commercial farms and communal areas. The main socio-economic activities in the district included industry, mainly in gold and iron mining, retail and commercial ventures in the urban centres and maize, fruit and cotton farming in commercial farming and rural areas. Good road and rail networks link Kwekwe city with the rest of the country's urban and commercial centres. However, the network in rural areas was poor, a situation that did not augur well for supervision of schools in such areas.

The district situation in terms of the number of schools, supervisors, teacher establishments and pupil enrolments is shown in *Table 16.*

Table 16. Number of schools, pupils, teachers and supervisors in Kwekwe district

School level	Number of schools	Number of pupils	Number of teachers	Number of supervisors
Primary	112	60,733	1,554	6
Secondary	36	20,226	736	Regional supervisors
Total	148	80,959	2,290	6

The district had, at the moment of undertaking the study, 112 primary schools with a total enrolment of 60,733 pupils. The district was also served by 36 secondary schools with total enrolment of 20,226 pupils. The percentages of female pupils were 49.6 and 47.9 for primary and secondary schools respectively. The pupil/teacher ratio was 39. The class/classroom ratio of 1.2 classes per classroom indicates the inadequacy of classroom accommodation. Nearly all teachers in the district were trained, with basic professional qualifications of at least Certificate in Education. However, there were a few instances where some elderly teachers holding Primary Teachers' Lower (PTH) or Primary Teachers' Higher (PTH) certificates were still in employment. With the launching of the Better Schools Programme of Zimbabwe, school clusters had been formed: Kwekwe district alone had 21 such clusters, serviced by one main resource centre in the urban centre.

Schools in the urban part were generally well provided for in terms of infrastructure, furniture and equipment. However, they were heavily enrolled and characterized by the double-session system. Provision of classrooms in commercial and communal schools ranged from fair to poor. In some cases these were inadequate for the number of pupils enrolled in the schools, leading to some pupils learning under trees or sitting on floors. Book/pupil ratios ranged from 1:1 in the most endowed urban primary schools to, at times, 1:12 in the

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remote rural schools, particularly in environmental science and social studies.

Data collection methods to gain an insight into the daily operation of the supervision service comprised of focused group discussions with 6 external supervisors (all male) based in the district office, 12 heads of schools (9 male and 3 female) and 35 teachers (17 male and 18 female).[4] Supervisors and heads of school also completed questionnaires. These were used to validate responses obtained during focused discussions. Teachers were interviewed and their responses recorded by data collectors. The study was carried out on a preferred 10 per cent sample of primary schools in the district. The schools were split into three categories of urban, peri-urban and rural. The rationale was to get a feel of supervision and support services in schools located in the three different socio-economic environments within the district.

The supervisors in Kwekwe district

The six supervisors based in this district consisted of 1 education officer (EO) who was in charge of all primary schools in the district, 5 district education officers (DEOs), each in charge of a circuit of about 22 primary schools, and 1 district staffing officer (DSO), who was responsible for recruiting and deploying teachers. Secondary schools, as elsewhere, are supervised by the regional office directly. In addition, some officers work more in the field of support to schools and teachers. These included one remedial tutor under the Schools Psychological Services, two district literacy co-ordinators (DLCs) under Non-Formal Education and one pre-school trainer under Early Childhood Education and Care (ECEC).

4. Two tables in annex give some data on these headteachers and teachers.

Some basic facts regarding supervision staff in Kwekwe district are shown in *Table 17*. All the six supervisors in Kwekwe are male. Their age range is between 45 and 61 years and their mean age was nearly 52 years, the same as the national mean age of primary-school supervisors. All held at least the standard basic academic qualifications of 'O' levels. Five of them actually held post 'O' level qualifications (three with Advanced-level certificates and two with university degrees). As far as professional training is concerned, three of the six supervisors are holders of the standard teaching qualification of a Certificate in Education. The other three held degree qualifications, a situation that is somewhat better than for the region as a whole. Their working experience was both wide and relevant. They had all served as classroom practitioners for an average of 13 years, heads of primary school for an average of 10 years and as supervisors for an average of 8 years. Such experience was expected to enable them to offer sound advice to both teachers and heads of schools.

Table 17. Data on supervisors in Kwekwe district

Post	Gender	Age	Experience				Qualifications	
			Teacher	Head	Supervisor	Total	Academic	Professional
EO	M	50	20	1	8	29	'A' level + BA	Grad CE+MEd
DEO	M	61	15	13	12	40	'A' level	CE
DEO	M	48	5	18	4	27	'A' level	BEd
DEO	M	45	10	10	3	23	'A' level	CE
DEO	M	55	12	12	11	35	'O' level	CE
DEO	M	50	16	5	9	30	'A' level + BA	Grad CE
Mean		51.5	13	9.8	7.8	30.7		

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The four staff who work in the area of teacher support, consist of three women and one man, who are all younger than even the youngest supervisor (see *Table 18*).

Table 18. Data on support staff in Kwekwe district

Post	Gender	Age	Experience		Qualifications
DLC	M	41	16	'O' level	Diploma Adult Educa-
tion					
	F	33	13	'O' level	Diploma Adult Educa-
tion					
Remedial tutor	F	43	19	'O' level	B Philosophy
ECEC trainer	F	32	11	'O' level	Nursery Certificate

1. Planning and workload

Each supervisor is allocated a quota of schools, which are situated close to each other, to minimize travelling costs on the part of the supervisor. The norm in Zimbabwe is that each supervisor at DEO level should be in charge of 22 or 23 primary schools. In the case of Kwekwe, the supervisors were operating within the norm (see *Table 19*).

Table 19. Kwekwe district: number of teachers and schools per supervisor

Post held	Number of schools			Number of teachers		
	Primary	Secondary	Total	Primary	Secondary	Total
EO	112	36	148	1,554	736	2,290
DEO	22	6	28	268	94	362
DEO	23	10	33	266	136	402
DEO	22	7	29	455	282	737
DEO	22	6	28	271	130	401
DEO	23	7	30	294	94	388

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The number of teachers under their charge ranged between a minimum of 266 in rural circuits, characterized by small schools, and a maximum of 455 in the central urban circuits. This shows that, while the allocation was done on the basis of the number of schools, the actual workload varied when the number of teachers was taken into account. In addition, the same supervisors were each responsible for an average of 7 schools and 147 teachers at the secondary level. However, their work in this regard was less pedagogic as they did not inspect teachers and/or heads at this level. Rather, they concentrated on administrative work such as carrying out investigations, collection of statistical data, handling various Ministry returns, conflict resolution, issues related to the supply of materials, staffing, building construction and attending to general problems and complaints. The supervisors, nevertheless, often have to visit these secondary schools to carry out the administrative tasks which consume much of their time. Their core pedagogical functions suffer in the process.

The education officer is in charge of the whole district. Since all the DEOs report to him, all schools come under him. His main tasks are to supervise DEOs and to co-ordinate educational activities in the district.

Supervisors' workload is increased by the multiplicity of, sometimes, conflicting roles they have to play. Apart from their core tasks, as outlined in their job description, DEOs had to perform a variety of other tasks, some of which had little to do with their main supervisory functions. Their responses showed that they were indeed aware of what they were expected to do, but this did not always tally with what they actually did. They were also expected to attend meetings, funerals, political rallies and other intersectoral assignments, resulting in an accumulation of duties in a single post.

Supervisors were asked to indicate whether there were any official norms defining their workload and what these norms were. Three of the six supervisors indicated that there were official norms. Their responses are shown in *Table 20*. The others said they were not aware of any norms.

Table 20. Supervisors' awareness of official norms

Norms (per term)	Respondent 1	Respondent 2	Respondent 3
Schools to be visited	8	8	10
Teachers to be visited	33	24	30
Reports to be written	8	32	30

Table 20 shows that there exists little clarity about these norms: the number of schools to be visited ranges from 8 to 10, the number of teachers from 24 to 33 and the number of reports from 8 to 32 per term. It seems that individual regions, districts or even supervisors define their own norms. One supervisor had this to say: *"I set myself to inspect 20 schools a year, but I normally manage 15 because of lack of transport"*. While it is generally understood in Ministry circles that each school should be visited three times a year (for initial inspection, follow-up and consolidation), and each teacher be supervised on each occasion, this requirement is not found anywhere in black and white. Norms on frequency of visits and time devoted to different activities were not specified either.

Planning is central to the work of supervision and support service staff. Since each supervisor was responsible for his or her circuit, individual plans were prepared, usually on a monthly basis. The programme of planned activities was given to their immediate supervisor for moderation and approval. This was done for two main reasons, to facilitate budgetary control and the synchronization of activities with other programmes. However, in spite of these good

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plans on paper, the supervisors often found themselves unable to follow them to the letter. Unscheduled programmes and activities such as meetings and workshops cut across their plans.

As far as their workload was concerned, supervisors were asked several questions: how many schools could they visit; what did they consider their most important tasks; how much time did they spend on administrative and pedagogic aspects of their job and on the different activities?

Pertinent revelations emerged when supervisors indicated (*Table 21*) what percentage of their allocated schools and teachers they were able to visit and inspect in the course of the previous year.

Table 21. Schools visited and teachers inspected by each supervisor during the last year (as percentage of total responsibility)

Supervisor	Percent of schools visited	Percent of teachers inspected
EO	20	16
DEO1	64	25
DEO2	80	30
DEO3	68	7
DEO4	70	20
DEO5	75	20

The DEOs succeed in visiting between two-thirds and four-fifths of their assigned schools, but never more than 30 per cent of teachers. The main problem encountered was shortage of transport. Supervisors had to team up with officers from other Ministries, booksellers or had to resort to public transport to carry out school visits. Inadequate travel and subsistence allowances and too much involvement in administrative work also detracted from their efforts.

The question of workload also needs to be examined from the point of view of what supervisors perceived as their main tasks as opposed to what it is that they actually did. Their responses are shown in *Table 22*.

Table 22. Supervisors' tasks

Category of tasks	Actual tasks	Number of supervisors
Taking most of the supervisors' time	Supervision	6
	Report writing	5
	Administration	4
	Staff development	2
Rated by supervisors as the most important	Supervision	6
	Staff development	6
	Report writing	5
	Planning	1
Rated by supervisors as the least important	Meetings	6
	Administration	4
	Investigations	2
	Other (e.g. pastoral, funerals)	3

Supervisors in Kwekwe regard supervision of teachers, staff development and report writing as their most important tasks. Least important are: attending meetings and administration. From their responses, we learn that among the tasks on which they spend most of their time, are two which they consider the most important: supervision and report writing. However, they also spend a lot of time on administrative duties which they consider of little substance.

On average, supervisors spent more or less the same time on administrative and on pedagogic work (*Table 23*). When asked to indicate what these two terms precisely imply, they agreed that administration involved office work, investigations, correspondence, discipline, attending meetings, examinations and resolving disputes, while pedagogical work had more to do with supervising the teaching/learning process, including staff development of teachers

with a view to improving the delivery of the curriculum. But there were quite big differences between individual officers, with some spending about three-quarters of their time on administration and others a similar amount on pedagogy. The EO, head of the office, spent, as could be expected, most of his time on administrative issues, some of which were referred to him by the DEOs. Variations among the DEOs are probably an indication of the different circumstances in their circuits.

Table 23. Percentage of time spent by supervisors on administrative and pedagogic work

Respondent	Percentage of time spent on administrative work	Percentage of time spent on pedagogical work
EO	70	30
DEO1	30	70
DEO2	70	30
DEO3	25	75
DEO4	30	70
DEO5	80	20
Mean	50.8	49.2

An analysis of the two preceding tables, as well as some of the supervisors' comments, showed that they would be happier if left to attend to pedagogical issues rather than administrative ones. This view was consistent with one of the key functions in their job description, which is to develop pedagogical standards in schools by staff development of heads and teachers.

Supervisors were asked finally, how they actually distributed their time over given activities in an average month. Individual responses were used to compute the mean time for the group and the results are summarized in *Table 24*.

Table 24. Average percentage time devoted to different activities in an average month

Activities	Average time spent on activity (%)
Office work	28
School visits	23
Report writing	18
Staff development	15
Attending meetings	11
School functions	3
Investigations	1
Pastoral	1
Total	100

Responses showed that school visits, which form the core part of the supervisor's mandate, were overshadowed by office work. Again, administration-related activities tended to consume a sizeable portion of the external supervisor's time.

2. School visits

In an effort to improve pedagogical and administrative practices in schools, Kwekwe district supervisors made different types of visit, including full inspections, institutional school inspections, teacher supervision, follow-up visits, courtesy visits, advisory visits and spot checks on heads, deputy heads and teachers in charge. *Table 25* shows the types of school visit, their average duration and in how far they were undertaken by an individual or a team.

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Table 25. Types of visits to schools, average duration and organisation

Type of visit	Average time in school	Members
Full inspection	4 hours	Team
Institutional	2.5 hours	Team
Teacher supervision	2.5 hours	Individual
Follow-ups	3 hours	Individual/Team
Courtesy	1 hour	Individual/Team
Advisory visits	2 hours	Team
Spot checks	1 hour	Individual

The type that lasts by far the longest was full inspection, which was carried out by a team. This was to be expected, given that such a visit looks at all aspects of the school. Institutional, teacher supervision and follow-up visits were the next in line in terms of duration. Spot checks and courtesy visits each lasted only one hour, on average. An important trend is that of the prevalence of team inspection as opposed to visits by individual supervisors.

Responses from the heads corroborated to a large extent what the supervisors indicated. There was some difference of opinion between and among heads and supervisors on the average duration. This was not surprising given that this also depends on the size of a school.

When visits are undertaken to schools, it is expected that their purposes are clear in order to give them focus. Supervisors were asked to explain the main purposes of school visits. They were unanimous that the main goal is system improvement, but that the specific objectives varied from one type to another. The objectives of a full inspection visit, for instance, were to assess the overall operations of the school with a view to rendering advice and guidance where

necessary. On the other hand, the objectives of teacher supervision were to assess how individual teachers were imparting knowledge to students. In the process they could also give suggestions for improvement while searching for good practice for dissemination to other schools and teachers. A summary of some of the objectives is given later in *Table 28* of this document.

The principle of pre-announced visits seems to be more of an intention than a reality due to practical constraints. Urban schools usually received advance warning of impending supervision visits. However, unannounced visits were unavoidable due to changes resulting from transport and financial constraints. Urban school heads indicated that unannounced visits had become more of the norm rather than the exception. Peri-urban and rural schools rarely received advance warning, because of the lack of communication facilities. A rural school head said for instance: *"At times we learn about such visits if we happen to meet supervisors informally during our shopping visits to urban centres".*

The question of whether it is really necessary for schools to receive advance notice of supervision visits, was put to both supervisors and heads of school. The responses revealed contrasting views. Four of the six supervisors felt that schools should not be informed. Their reason was that schools would display artificial performance which, in most cases, would not reflect how they functioned on a day-to-day basis. On the other hand, 10 of the 12 heads felt that they should be informed in advance. One reason being that *"some teachers are nervous by nature ... such advance notice may help them. In any case guerrilla warfare tactics are outdated".* Another head pointed out that advance warnings enabled heads to prepare relevant information for the expected visit.

Two-thirds of the heads felt the number of visits to be inadequate. More worryingly, all rural heads felt the number to be totally inadequate. One head said: *"Inadequate, new teachers go for years without supervision"*, while another said: *"Not sufficient, untrained teachers would benefit"*. Peri-urban heads expressed mixed views, while heads of urban schools indicated that visits to their schools by external supervisors were quite adequate. One urban head brought up an important dimension by responding: *"I have senior teachers needing fewer visits. Besides, supervision is done mostly by the school head."* This comment suggests that some heads start to feel that emphasis should now be on in-school supervision as opposed to external supervision

In addition to institutional school inspections, teacher-targeted visits are important and should be undertaken as regularly as possible. This is meant to monitor the quality of instruction, which depends to a large extent on the processes in the classroom. Another objective is to offer professional support and guidance, to ensure that education delivery is on course. To what extent were such visits adequate from the teachers' point of view?

Answers to this question followed the same trend as for heads of school. Those in urban and peri-urban schools had, comparatively, been supervised more adequately than those in rural schools. To obtain further insights into the issue, data were obtained from all teachers, to determine how regularly teachers in each category of schools had been supervised. Such data consisted of total teaching experience of each teacher, the total number of visits for each teacher during his or her entire teaching experience, and the number of times he or she was supervised in the last year. These data were collated by school location to obtain the total experience of all teachers in each category, total number of visits and those undertaken during the last

year. For each category of teachers, the average years per visit were computed by dividing total years' experience by total number of visits. The results are shown in *Table 26*. Characteristics of all interviewed teachers are shown in Appendix I.

Table 26. Regularity of supervision visits on teachers

Location	Number of Teachers Interviewed	Total experience in years	Total number of visits	Average years per visit	Frequency of visits in 1997
Urban	12	132	42	3.14	2
Peri-urban	13	112	66	1.70	3
Rural	10	114	27	4.22	0
Total	35	358	135	2.65	5

On average, a teacher in Kwekwe district was visited by a supervisor every 2.65 years. In Kwekwe urban, teachers were supervised every 3.14 years. Peri-urban teachers were seen more regularly, every 1.7 years, and Kwekwe rural teachers only every 4.22 years. During 1997, only five of the interviewed teachers were seen by external supervisors, of whom none in Kwekwe rural. This is undesirable as rural schools are staffed with the least experienced and untrained teachers.

Why were visits as rare as this? Urban schoolteachers seemed to think that supervisors rarely visited their schools because the majority of heads in the schools were experienced, hence supervision of teachers was mostly left to them. On the other hand, teachers in rural schools felt that supervisors had critical shortages of transport, a situation further exacerbated by inaccessibility of these schools. They further expressed disquiet that on the few occasions when supervisors got to their schools, with the little time on hand, they mostly concentrated on the head and sampled only a few teachers.

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This not only created an artificial picture of the teaching and learning conditions in such schools, but also left the unsupervised teachers unguided.

Generally, it can be argued that teacher supervision was weak. This was mainly because of transport shortages faced by external supervisors, particularly for rural schools. This is further supported by the fact that within 1997 alone, supervisors in Kwekwe, on average, visited only 63 per cent of their schools and supervised only 19.7 per cent of their teachers.

When preparing for their visits, supervisors mainly referred to previous reports if available. This served as a point of departure on arrival at the school: to check if previous recommendations were implemented. In selecting schools, they gave priority to problem schools as well as those schools that had not been visited for a long time.

During actual visits to schools, what were the main activities that external supervisors carried out? This question was put to heads of school. *Table 27* shows the various activities by type of visit.

Table 27. Activities carried out by external supervisors during visits to schools

Type of visit or inspection	Activities					
	Examining records	Classroom observations	Discussing with head	Discussing (whole staff)	Discussing with individual teachers	Meeting with community
Full inspection	✔	✔	✔	✔	✔	
Institutional	✔	✔	✔	✔	✔	✔
Training supervision	✔	✔	✔	✔	✔	✔
Courtesy		✔	✔	✔		✔
Follow-up	✔	✔	✔	✔	✔	
Spot checks	✔		✔			✔
Advisory						

Note: Activity carried out (✔).
Activity not carried out (empty)

Table 27 can be analyzed in two ways, by type of visit and by activity carried out. The analysis by type of visit shows that advisory visits were very different from an inspection and therefore devoid of any of the activities in the table. An additional explanation lies in the fact that, in many cases, this type of visit was not carried out in its own right, but incorporated in the other types. For spot checks, half of the activities (classroom observations, discussion with whole staff and discussion with individual teachers) were not carried out.

An analysis by type of activity shows that discussion with the head forms part of every visit. Individual teachers and the community were sidelined in a number of visit types, perhaps a regrettable trend given that these two groups are key players in what goes on in schools.

Both supervisors and heads of school offered some information about the data collected by supervisors during each type of visit. During full inspections, all data pertaining to the smooth running of the school were collected, including the general administration of the school, type, quantity and quality of infrastructure, lesson delivery, resource provision, numbers of pupils and teachers and past performance of the school in terms of examination results. During institutional visits, data collected pertained mainly to the administration of the school, infrastructure and resource provision and parental involvement in the development of infrastructure. During teacher supervision, the focus was mainly on the interactions between teachers and students, quantity and quality of work given and produced, resources available for use and teacher records. For courtesy visits, supervisors mainly focused on relations in the school and relations amongst all stakeholders. During follow-up visits, supervisors mainly concentrated on previous recommendations made to the school, to check how far these had been followed and implemented or even improved by the school. Spot checks were

normally very short visits that aimed at checking on some particular aspect in the school, like teacher and pupil attendance, school records or even school cleanliness.

3. Reporting

The Ministry attaches great importance to reporting by supervisors. The point is stressed in the Chief Education Officer's Circular Minute No. 14 of 1988, which states: "*Much value is attached to report writing as the report is a permanent record and, in the majority of cases, is the only means by which the Ministry gets to know about the state of education provision in schools*". Whenever supervisors make inspection visits to schools, reports are mandatory. The Ministry has provided reporting guidelines on how these must be structured. This is to ensure uniformity and adequate reporting on all aspects of the education system.

The main reports include those on teachers, school heads, deputy heads, full and institutional inspections. Supervisors' comments indicated that they always wrote these reports, because it was a requirement except for courtesy visits. However, what was found in Kwekwe was that supervisors tended to concentrate more on reports on heads and teachers, rather than on institutions and other aspects. In writing reports, the supervisors are expected to articulate the specific purpose of the visit, so as to think clearly about what it is that they want to report on, even before departure to the school. This appears logical as it would be the basis upon which recommendations would be made.

Before finalization, the reports are always discussed with various parties concerned. All reports are discussed with the school heads, who give their own observations. To some extent, this influences the final version of the report, including the recommendations.

Reports on teachers are also discussed with the individual teachers and those on departments with the respective heads of department.

Reports on teachers were never discussed with school communities. Supervisors, heads and teachers argued that such reports were on professional issues which communities had nothing to do with. However, they all indicated that some aspects of institutional reports, related to school enrolment, infrastructural development and finances, were discussed and distributed to the senior management in the school, school development committees and the responsible authority. Supervisors in Kwekwe produced reports and distributed them as shown in *Table 28*. At times an additional copy was produced for the supervisor's own record.

Table 28. Types and objectives of reports, official copies and their distribution

Type of report	Number of copies	Distribution	Objectives
On teachers	4	2 to Head (1 for teacher) 1 Regional Office 1 Head Office	• Assess effectiveness • Identify training needs • Propagate good practice
On heads	3	1 to Head 1 to R/O 1 to H/O	• Assess administrative, • professional effectiveness • Identify training needs
On deputy heads	4	2 to head (1 for Reportee) 1 R/O 1 H/O	• Assess administrative, • professional effectiveness • Identify training needs
Heads of department	4	2 to Head (1 for Reportee) 1 R/O 1 H/O	• Assess effectiveness of department in implementing the curriculum • Render advice
Institutional report	3	1 to Head 1 R/O 1 H/O	• Assess availability of administrative, physical and professional inputs in a school • Render advice

The distribution shown in *Table 28* is as per Ministry requirements. The reportee always receives a copy to provide feedback and/or advice. The copies for other of for a long time fices are for their information and also to enable them to supervise and monitor the implementation of recommendations. The school head plays a pivotal role at the local level and, receives, for this reason, a copy of every report produced by supervisors. All heads indicated that they received the reports within an average period of two weeks to two months.

All reports were written following guidelines provided by the Ministry. While it may be argued that provision of guidelines 'kills' originality and initiative, this was meant *"to streamline all reporting procedures in our system to ensure uniformity and adequate reporting on all aspects of our education"* (Circular Minute No. 14 of 1988).

All reports invariably started with the personal details/data on the reportee. This included identification details of name and code number, qualifications (including where and when obtained), type of appointment, date of joining service, experience, name and code of school and its responsible authority. Information relating to date of last visit was also included. Needless to say, these data were necessary for filing purposes and also to give the history of the reportee to the reader of the report.

An important feature of all reports is the specific purpose of the visit. For example, a report on a teacher stated its purpose as *"to assess the competence of the classroom practitioner"*, a report on a head as *"to assess the administrative ability of the head and assist where possible"*. Meanwhile, the purpose of the institutional visit was *"to assess the effectiveness of the head as an administrator and the impact he had generally on his subordinates, the public and the community"*. These examples reveal that the visits could have a pedagogical and/

or administrative focus and that they incorporate an advisory element (though not always stated). However, there were occasions when some supervisors compiled reports without a deliberate statement of purpose.

All personal reports (on teachers, teachers-in-charge, deputy heads and heads of school) go on to summarize the reportee's workload: their teaching assignment, post of special responsibility and co-curricular responsibilities. This is followed by the supervisor's comments. For example, a report on a teacher had the comment *"teacher is fully utilised and is playing an active role in the school"* or *"quite suitable for teaching infants"*. A report on a TIC mentioned: *"the TIC felt she was underutilized, with her teaching experience, her management experience as a TIC and as an Acting Deputy Head. Now equipped with a Bachelor of Education in Administration and a Policy Studies Degree she could handle a higher post than being just a Teacher in Charge of infants"*.

The comments are valuable to those responsible for deploying and assigning teachers to responsibilities. If the comment reflects a mismatch, between class allocation and qualification and/or experience for example, this may result in reassignment. The comment could also highlight cases of teacher over- or under-utilization.

The coverage of each report depends on its type and purpose. Reports on a teacher mainly covered pedagogical aspects: the learning environment, progress of the lesson observed, teaching documents, supervision of pupils' written work and personal qualities of the teacher. The report on a head was more encompassing. It covered administration (enrolment and staffing, office organization, infrastructure, development plans, funding), professional duties (curriculum implementation, professional contact

with teachers etc.), tone and discipline, relations , and school achievements.

At times factual evidence was cited in the reports to show that conclusions were based on hard evidence. The following are some examples drawn from teachers' and heads' reports: *"Written work has received little attention. Jabulani's four essays of 01/02, 23/02,02/06 and 20/06 had only one of the four marked"* (from report on a teacher). "*On the day of the visit, seven creative work exercises had been written and marked"* (from report on a teacher). *"The head had conducted two staff meetings ... parents' meetings had been held o 22 01, 29/01, 05/02 and 26/02* (from report on a head).

It was also noted that attempts were being made to balance praise (strengths) and criticism (weaknesses). This has the advantage that even a negative comment would be seen, by the reportee, in positive light: "*A comprehensive school policy was in place. Highlights on professional and administrative discharge of duties were clearly explained. However, there was room to further elaborate on the school's standard expectations in writing, quality and quantity of written work* (from report on head). *"The head was commended for that efficient use of the grant. Textbooks too were generally in adequate supply except in grade seven where in some cases two pupils share a textbook. The head was, however, advised to encourage class teachers to insist on proper care for books ..."*(from a report on an institution).

Almost invariably, reports ended with a summary of the main points before appropriate recommendations were made: *"The teacher performed well in classroom appearance, scheme plans and mathematics written work. She was advised to improve on quality and quantity of media on display, volume and quality of written work in all other subjects and keeping progress records* (from report on a teacher). Reports on heads in particular had, as part of their format,

a section on noteworthy achievements before the summary and recommendations. This always ensures that some positive elements are captured in the report.

In general, recommendations to reportees were feasible as they were based on observations made. For example, recommendations made to the TIC involved, among others, the need to complete scheming in one subject, the need to enrich the media column of the scheme of work and the need to give pupils more practice in sentence construction and mental mathematics. Those made in one head's report, i.e. to introduce more co-curricular activities and to step up supervision of teachers, were also considered to be within the capacity of the reportee to implement. However, there were some which were slightly vague or outside the reportee's authority, e.g. the head should construct more teachers' houses (it requires more than just the head), the head should take a serious view of education with production (rather vague).

It was pleasing to note that some supervisors had gone beyond the stage of making recommendations like a 'wish list'. They stated what should be done, by whom and, in some cases, within what time-frame. For instance: *"through this report, the headmaster is advised to report the teacher's progress within four months"* (from report on a teacher). Another example is that of a recommendation where the supervisor set himself a target date for a follow-up visit to check on recommendations.

The features mentioned above should not be taken to suggest that supervisors in Kwekwe district had become perfectionists. Rather, they serve to highlight some positive trends observed in their reports. They seem to have succeeded in moving from a position where a report is a chronicle of faults and criticisms, to one where the report, while stressing what needs to be corrected, gives credit for what has

been done well. In this respect, it serves both as an instrument to motivate, while encouraging the professional development of the reportees.

4. Follow-up, including use of reports

Follow-up

When reports have been sent to schools, the question of follow-up becomes important, not only to check on implementation, but also to assist reportees in implementing recommendations. Questions were asked first about the regularity of follow-up and how satisfied both supervisors and heads were in this respect. Of the six supervisors, two indicated that they made regular follow-up on their recommendations with heads and teachers. The remaining four either never made any follow-up (1) or did so irregularly (3). They cited shortage of transport and travelling and subsistence funds as the cause. This was corroborated by 75 per cent of the heads, who indicated that supervisors did not undertake regular follow-up to schools and cited the cause of this as: *"supervisors were too few to cover all schools and, of course, shortage of transport"*. Four of the six external supervisors indicated that they were not satisfied with the follow-up by the school, but five said that they were quite happy with what was done at administrative levels. The heads (58 per cent) on the other hand, indicated that they were in general satisfied with the level of follow-up. On further analysis, it emerged that those who were satisfied were urban and some peri-urban heads. Rural school heads were dissatisfied with the level of follow-up made by supervisors. Heads were particularly concerned with the fact that supervisors were not systematic in their follow-up. Some heads indicated: *"when they come they rarely find out if anything was done about their recommendations"*. Another head responded:

"recommendations made by one supervisor were completely ignored by the next one because they take too long to make follow-ups".

According to the heads, follow-up seemed to receive more attention at school level. All heads indicated that they discussed supervision reports with all their teachers in a staff meeting and developed action plans on how recommendations would be implemented. However, recommendations pertaining to individual teachers were discussed only with the teachers concerned. Supervision reports relating to provision of facilities in schools and their funding were discussed further with school development committees and responsible authorities.

Given the various issues and problems highlighted above, could supervision be said to have any impact on schools? The views of both supervisors and heads were sought on this issue. Of the six supervisors, three believed supervision to have a 'very strong' impact, one thought impact was 'strong' and two 'fair'. They said their overall satisfaction was based on the fact that their recommendations were usually implemented. As a result, administrative and professional competences of heads and teachers were improving in schools.

Headteachers were asked to rate supervision impact levels on a six-point scale ranging from negative (1), no impact (2), limited positive impact (3), fairly positive impact (4), high positive impact (5) and very high positive impact (6), with reference to different aspects of school functioning. As shown in *Table 29*, responses from heads show that impact was, on average, quite high. The mean rating of 4.6 lies between fairly positive and high positive.

Table 29. Heads' responses on impact of supervision in schools

Area	Mean rating			
	Urban schools	Peri-urban schools	Rural schools	All schools
Administration of school	5.7	4.3	4.4	4.8
School infrastructure	5.0	3.3	4.0	4.1
Availability of teaching and learning materials	4.3	4.3	4.6	4.4
Teacher presence	5.3	4.5	4.8	4.9
Teacher lesson preparation	6.0	4.5	5.2	5.2
Classroom teaching + Lesson delivery	6.0	4.3	4.2	4.8
Student presence	6.0	4.3	4.2	4.8
Student performance	4.3	4.3	3.8	4.1
Relations with staff	5.3	4.3	3.8	4.5
Teacher motivation	5.7	4.3	3.4	4.5
Staff development	5.7	3.8	4.6	4.7
Development and use of resources	6.0	4.0	4.0	4.7
Mean	5.4	4.2	4.3	4.6

When rated by school location, urban schools rated the impact higher, at 5.4, than peri-urban and rural school heads, 4.2 and 4.3, respectively. The mean ratings also show that the greatest impact was felt in the areas of teacher lesson preparation, teacher and student presence and administration. The least impact, on the other hand, was felt in the areas of school infrastructure and student performance. Supervisors expressed the view that improvement in transport supplies, availability of funds, staff development for both teachers and heads and reduction of their workload could increase the impact of supervision in schools.

In discussions with supervisors, heads of school and teachers, it was clear that supervision visits were irregular. Did this affect relations between supervisors and schools? Both supervisors and heads indicated that this was not the case, because both parties were aware that transport problems affected the regularity of supervision visits to schools. One head felt strongly, though, that schools needed to be visited more often to create better professional working relations.

As part of impact assessment, the heads were asked to identify the type of visits and activities that they felt were most useful. Teacher supervision was rated as the most useful, followed by full and institutional inspections. Courtesy visits were also considered as important, because they were less threatening and allowed a free exchange of views and ideas.

On activities during supervision visits, post-supervision meetings were considered the most useful because these afforded staff the opportunity to share ideas and discuss their views openly with supervisors. It was further indicated that these meetings enhanced dialogue and discussion which facilitated an accurate assessment of the school's strengths and weaknesses.

A majority of heads of school (58 per cent) felt that time devoted to each of the activities was inadequate, especially in rural schools. This was, perhaps, a result of the fact that travelling to rural schools took time, leaving very little time to spare for school supervision. The view was corroborated by teachers who were interviewed in one of the rural schools.

Use of reports

The production of reports is not an end in itself. These reports are meant for use by various levels and actors in the Ministry to

improve the performance of the system, through spreading good practice or by following up on poor performance. It is primarily for these reasons that each report ends with recommendations which, if implemented, should see improvement in the identified areas. The critical question to ask is: how were reports being used by the Ministry in general and by Kwekwe district in particular?

In Zimbabwe, reports are not published. Instead, the report is expected to be most useful to the reportee to consolidate strengths and improve on the identified weaknesses. Other recipients, like heads, are expected to play a supportive role in assisting the reportees in this regard. At times, however, the report could well have a demotivating effect, especially if it dwells only on weaknesses. The opposite could be true, where a glowing report could make the reportee sit back and assume that all was well. In Kwekwe district, the reports were found to be generally balanced in the sense that they highlighted both strengths and weaknesses and subsequently made recommendations.

The reports on schools and teachers should be filed at four levels: at school, district office, regional office and head office. The reports make a telling permanent record of the reportee and should be available for consultation as and when necessary. The reports should be filed and stored in cabinets or shelves in registries at each level. Schools in Kwekwe generally had copies of reports. The district office, although it should file copies, generally did not have any. It is true that the relevant official circular (No. 14 of 1988) does not include the district office in the distribution list. Perhaps this calls for the revision of the circular, as this undermined efforts of supervisors when they wanted to make follow-ups on previous reportee recommendations. Without these reports, supervisors had nothing to go by when visiting schools.

The Ministry makes use of the reports at various levels. At the school level, the head uses the report to identify staff development needs, mainly based on the recommendations made by the supervisor, and to monitor the teachers' progress. At central and regional levels, the report is used for monitoring, correction and promotional purposes. It is the duty of the Standards Control Units at these two levels to scrutinize the reports and identify weaknesses in curriculum delivery. Interventions in the form of staff development are then instituted. Where good practice exists, this is disseminated to all regions, districts and schools for consideration and adoption.

Supervision reports can therefore have wide implications on the education system. They have a bearing on allocation of resources to schools and within schools. At the school level, a report could influence the reallocation of classes among teachers. In discussions with supervisors, it emerged that teachers were redeployed from one school to another on the basis of recommendations made in the reports (for instance where there was a concentration of untrained teachers in one school). At national level, reports have been used to obtain external assistance from funding agencies when the plight of some schools had been highlighted in the reports. As a result, some schools have benefited from donor-funded teachers' houses, classrooms and textbooks. Supervision reports are also used as a sensing mechanism of what goes on in teacher-training colleges. Should deficiencies be found in the newly qualified teachers, head offices of the two Ministries liaise to take corrective action on the basis of the reports.

Promotion prospects of teachers depend on good performance. At times the supervisor's report happens to be the only independent testimony of such performance outside the school. In Zimbabwe appeal procedures exist in cases of unfavourable reports either on

performance or misconduct as laid down by the employer (the Public Service Commission) in the Public Service (General) Regulations. In cases of dissatisfaction, teachers can appeal directly to the employer provided all other channels of communication have been exhausted. These are that, if a complaint is directed against a head, the teacher writes a letter to the DEO/EO stating areas of dissatisfaction. The letter should be acknowledged by the head before posting. On receipt of the letter at district level, supervisors would investigate the matter and try to reach an amicable solution. Should this fail, the matter will be referred to the DRD/RD who will also try to resolve the matter. Should this also fail, the matter will be referred to head office and, ultimately, to the employer. Appeal and disagreements over reports have been rare. It has often been argued that this is because these reports have a professional character. However, the bureaucratic nature of the appeal process may also be discouraging to genuine cases of grievance.

IV. OVERALL ASSESSMENT

This final part focuses on the critical issues of impact, problems and emerging trends. It is based on the views and perceptions of the external supervisors, heads of school and teachers in Kwekwe district and on the more general information collected in the country as a whole.

1. Impact on school functioning and quality

In Zimbabwe, like in many other countries, supervision has evolved from its traditional thrust of policing and enforcing rules and regulations to that of advising, guiding, information dissemination and stimulation. Its targets include schools and those who operate within them, the ultimate objective being to influence what goes on in the schools so as to improve the quality of education. We will first pose the question: to what extent are supervision and support services having an impact on what goes on in the schools in Kwekwe district? An evaluation of the level of impact was based on comments obtained from interviewed supervisors, school heads and teachers in that district. A number of more general remarks on the impact of supervision will conclude this section.

The Kwekwe supervisors expressed the view that they were having an impact on the functioning of schools. During their visits, they identified needs of schools and teachers, incorporated these in the form of recommendations in their reports, and disseminated them to various interested parties. They indicated that they were pleased with responses to their recommendations, especially with school heads, who were always willing to implement them. As a result, heads in the district were reported to have improved the administration of their schools. The same reports were also 'creating' vital information

and making it available to other users who, in their various ways, influenced the development of schools.

In spite of these positive perceptions, external supervisors consistently complained of various constraints that inhibited their work. Transport was one of them and workload another. They spent more time on what they considered less important tasks (e.g. attending meetings) at the expense of their most important tasks (e.g. supervising schools and in-servicing teachers and heads). Given these sentiments, their perception of impact must be viewed with caution. Among strategies to improve their approach, supervisors suggested the provision of adequate transport and allowances as well as rationalizing their workload.

The opinion of heads of school regarding impact was on the whole 'highly positive', but somewhat more mitigated than that of supervisors. They identified the areas where the greatest impact was felt as school administration, teacher presence, teacher lesson preparation and delivery and student presence (See *Table 29*). The heads, however, felt that current visits were inadequate, hence, provision of more resources would further enhance the functions of supervisors. There was also a feeling, among urban heads, that daily functioning of schools could only be improved if some supervisory functions were devolved to the school level. In other words, some urban heads were suggesting that they should be given the responsibility to supervise the teachers in their own schools.

Interviewed teachers expressed sentiments that varied by school location. All nonetheless agreed that supervision visits were too infrequent: most indeed are only visited once in a while. This is especially disturbing in rural schools, since these have more recently appointed and untrained teachers. The low frequency of visits also tended to affect promotional prospects, since these depended, to a

large extent, on external reports. In the event of partial assessment of teachers by heads, supervisors' intervention as mediator was also needed. In terms of frequency of visits, therefore, the peri-urban and urban teacher benefited more than the rural teacher and the impact of supervision was accordingly greater.

One aspect that both heads and teachers appreciated was the post-supervision conference, when reports were discussed between the supervisor and heads and teachers. This gave some of them an opportunity to engage in a serious two-way dialogue with external supervisors, which was viewed as the best strategy to improve teaching and learning in schools. Teachers in rural schools expressed a reservation that this was ineffective as long as the majority of teachers had not been visited by supervisors. They felt that only would then any critique towards improvement make sense.

Another issue to consider in assessing impact is that of norms to be set for supervisors on the number of schools and teachers they are expected to visit within a certain period. At the moment supervisors visit schools without any official guidelines, following only their individual plans. Norms existed before the massive expansion in educational provision at independence. But because of this expansion, norms (that each school should be visited three times a year and each teacher supervised on each school visit) seem to have been forgotten about. Even documentary evidence to that effect also seems to have vanished. The Ministry should seriously consider resuscitating and reformulating pertinent norms to guide officers in planning and assessing their own work. The Ministry needs also to be more clear as to the number of teachers that should be allocated to each supervisor. In Kwekwe district, one supervisor is in charge of 266 teachers in rural areas and another of 455 teachers in urban centres. One could say that the differences are compensated for by

the fact that the rural supervisor travels long distances to schools as compared to the urban supervisor. However, one cannot expect that a supervisor can visit and make reports on all these teachers within a year. Considering the high expectations of teachers, this ratio must be reduced, maybe through putting in place a policy that the supervision of teachers will be decentralized to heads of school.

Looking at Zimbabwe as a whole, the study identified several ways in which supervision and support services are having an impact on school functioning and the quality of teaching. The following are some of these aspects:

(a) Identification of the needs of schools: Supervision visits have resulted in the identification of specific needs in the schools. The supervisors compile reports and make recommendations that have sensitized both the Ministry and the donor community. In response, new/special schools in disadvantaged areas have been opened and existing schools have been assisted with the provision of classrooms, teachers' accommodation, sanitation facilities and the supply and distribution of teaching and learning equipment and materials. Analysis of, and reporting on, the staff situation in schools by supervisors has resulted in improved deployment and better teacher utilization.

(b) Community involvement in the running of schools: Reports compiled by supervisors on schools include how they relate to their communities. On the basis of such reports, courses have been organized for heads of school, for School Development Committees (SDCs) and School Development Associations (SDAs) to advise them on how to cultivate and nurture community participation. SDCs and SDAs have since emerged as key players and partners in school development.

(c) Advising schools on Ministry regulations: Supervisors conduct courses to advise heads and teachers on their conditions of service and Public Service (Disciplinary) Regulations. Such workshops also serve to inform the participants on various developments in the education sector and on the provisions of current circulars.

(d) Improved school management: Supervisors advise heads on various aspects of school management and administration. These include mission statements, office organization, filing, record-keeping, public relations, etc. In-service workshops are also organized to address identified needs in these areas at cluster or district levels. It is also at such fora that the good practices seen in some schools are disseminated by the supervisors. As a result, heads of school have reported improved school attendance by both teachers and pupils, with more staff commitment and better examination results.

(e) Government/Ministry support to schools: The Ministry pays all registered schools per-capita grants for the purchase of teaching materials. These are based on the enrolment data provided by heads through the regional offices. The Ministry also pays building grants-in-aid to non-government secondary schools for the construction of classrooms, workshops, laboratories, libraries and toilet facilities. Their disbursement is based on recommendations contained in the reports compiled by supervisors in general and the education officer (Buildings) in particular.

(f) Specific school and teaching improvement initiatives: In-service workshops on lesson preparation and planning, classroom management assessment and evaluation and maintenance of records for both trained and untrained teachers have become

an ongoing strategy by supervisors to improve pedagogical practices. Provision of specifications of different types of buildings and advice on the maintenance of school buildings and school grounds has resulted in a more conducive pedagogical and physical environment in schools.

2. Synthesis of main problems

The fact that supervisors and school staff assess supervision as having a positive impact on schools, does not imply that no problems are experienced. At a general level and in Kwekwe district, the general opinion was that more could have been achieved were it not for a number of factors that have impacted and continue to impact negatively on the system. A distinction can be made between four areas: structure and organization of the service; management issues; the working conditions; and, finally, the daily operation, in particular the attitudes of supervisors.

Structural and organisational problems

- *Centralization by Ministry*

Although government preaches decentralization as a policy, some critical areas, such as finances, remain centrally controlled. In Kwekwe, most funds to facilitate the running of the district office were kept and accounted for at regional level, except those for use of telephones and vehicle hire. Because district offices were not in control of their budget, funds could be exhausted without their knowledge, which made planning difficult. It would be better that district offices be accountable for all their funds. Regions are not in a much better position. While they seem to control their own funds, vote allocations are centrally controlled through the Central Payments Office (CPO), which eventually releases cheques as required by

districts or regional offices. While this can be regarded as a budgetary control measure, it causes delays, including in the payment of travelling and subsistence advances, and thus undermines the operations of supervisors. If the decentralization policy is to work effectively, this situation needs to be changed.

- *Marginalization of communities*

In Kwekwe district, communities are only involved in the physical development of schools. Supervisors rarely met communities when visiting schools, a situation that can be regarded as retrogressive to the development of schools. Supervision reports were not made available to communities. Perhaps, it is now high time communities were given prominence in both administrative and professional issues. This may ensure transparency in the way schools are run, may ensure a sense of ownership of schools amongst local communities and could, to some extent, help in lightening the workload of supervisors.

- *Absence of clear norms*

The lack of supervision norms – relating to the numbers of schools and teachers per supervisor or the frequency of visits – seems to have contributed to creating more disparities between schools. There is a need for the Ministry to establish basic supervision norms for supervisors, which will allow for an easier assessment of their performance. This will ensure that supervisors work to targets and that schools benefit optimally from such services.

Management related problems

- *Recruitment*

The hierarchy for primary supervisors is well defined and does not present problems of accountability. However, at the secondary

level, the EO and heads of large schools occupy posts which fall within the same grade. As a result, some heads do not accept advice from EOs. Another problem is that, due mainly to bureaucratic delays, some posts lie vacant for long periods, especially for secondary-school EOs. This sometimes forces other officers to cover two different subjects, undermining their effectiveness and compromising quality in some subject areas. A third problem concerns the scarcity of women supervisors. Females tend not to apply for this post. They feel that the distances to be travelled are too long and absence from the family would be too prolonged.

- *Induction training*

Specialized training in supervision does not exist. This in effect restricts recruitment to officers of a certain level of experience and therefore of a certain age. There are no opportunities for young teachers who demonstrate relevant potential. In Kwekwe district, for instance, the majority of officers had not undertaken any induction course that would fully prepare them for their role as supervisor. However, all had been attached to experienced officers for the first few weeks in their job. This is not a bad system, but is insufficient: it appears to be some sort of 'fire fighting' to enable officers to be functional, rather than to give them a thorough grounding in their expected functions.

- *Support*

Most supervisors need to be periodically updated on current innovations in content and pedagogy which the young teachers may have been exposed to in their training. This is to avoid conflict between the application of the old and the new methodologies. Current in-service provision is inadequate and, where it is undertaken, does not fully cover these trends. This leaves supervisors starved of much-needed information in this area.

Some assistance can be obtained from the reporting formats for use during inspection. But another predicament appears: regional offices have demanded that reports be written in long narrative form to capture detail. This has made supervisors' reporting tasks more arduous and more time-consuming and does not seem to give them the necessary flexibility. An offshoot of this are lengthy delays in providing feedback to reportees.

- *Monitoring and evaluation*

Field monitoring of supervision and support service officers is lacking in Zimbabwe. The analysis of work plans and reports, as well as performance of schools under their charge, remain the only key measures of the performance of supervisors. This is not adequate. It is envisaged that monitoring and evaluation will be facilitated by the introduction of the new performance appraisal system as this will require discussion and agreement over work plans as well as their implementation.

- *Career development*

'Supervision and support' is not regarded as a career in its own right and no efforts to transform it into that direction are evident. Career opportunities are scarce: DEOs and EOs can aspire to the jobs of DRD (only 18 posts at present) and RD (only nine posts at present). The road to those heights is often bumpy and unenviable for most officers in the supervisory grade of DEO and EO.

Working conditions

Several aspects need to be discussed here, most of which are related to a scarcity of resources and a scarcity of personnel. The lack of resources leads to serious difficulties with transport, a crucial problem.

- *Transport*

The problem of transport shortage for supervisors seems to have come to stay. Some teachers are known to have gone for close to a decade before being visited by a supervisor, even in schools that are accessible. Report after report by successive Secretaries for Education have lamented the shortage of transport. As an example, the Annual Report of the Secretary for Education (1994:10) noted that: "in districts where vehicles were not available, low levels of supervision were experienced" or "Education officers did a sterling job in the supervision of schools despite the lack of transport." In Kwekwe district, the unavailability of transport was by far the biggest problem that affected the quality and frequency of supervision services. From discussions and questionnaires completed by the supervisors, it emerged clearly that while the officers were motivated to visit their schools, this was thwarted by lack of transport. This forced officers to even travel with booksellers, a situation that tended to compromise professional standards. Firstly, travelling with one supplier means that heads of school should buy educational resources from that supplier. Secondly, should a supervisor want to spend more time in one school than the other, this is likely to be at variance with the interests of the supplier, who may want to sell books to as many schools as possible by the end of the day. This forces supervisors to cut short their visits to needy schools. The lack of transport also hinders the implementation of follow-up visits.

- *Travelling and subsistence allowances*

Financial constraints in school supervision have been a feature of every annual report to the Ministry. Supervisors complained that travel and subsistence allowances were insufficient and also that there were delays in processing advances and reimbursements. This has impacted negatively on the commitment of the supervisory staff.

- *Workload*

The workload of officers in the supervision and support services is too heavy. There are two aspects to this. Supervisors are expected to perform too many different activities, such that, in Kwekwe for example, about 28 per cent of their time was spent on office work rather than supervising teachers. Obviously, it cannot be expected that supervisors would be fully free from performing some administrative tasks or attending meetings. District supervisors are arms of development for the Ministry and, as officers at the point of service delivery, attending meetings cannot be avoided altogether. But the Ministry needs therefore to streamline the functions of supervisors to avoid role conflict. The seond aspect of the overload of work concerns the numbers of schools and teachers under one supervisor (300 on average). This has made it impossible for supervisors to visit all teachers within, say, a year.

- *Salaries*

This was felt to be an issue in the Kwekwe district. The majority indicated that salaries paid to them were far below the cost of living and were lagging behind those paid to workers in the private sector.

- *Office accommodation and secretariat*

While office accommodation is generally adequate at regional offices, several district offices do not have these facilities and have to rely on rented offices or operate from regional offices. The result is that some officers live far away from their place of work and from their schools. In Kwekwe district, the problem was not so much one of office accommodation, but of the absence of requisite equipment in these offices. Such equipment includes computers, photocopiers and filing cabinets. Their provision would facilitate speedy processing

of reports, as well as provide secure storage of important documents. In addition – and this is a general problem – both human and material resources within the clerical service departments are inadequate. The main effect of this is that of lengthy delays in the processing of reports and in feedback. Cases of reports reaching intended reportees a year or more after the date of supervision have been acknowledged, by which time they will have lost their effect.

Daily operation

- *Unfavourable supervisors' attitudes*

These seem to emanate from the fact that supervisors feel that the recommendations they make after school visits are being ignored or not prioritized by senior Ministry officials. Moreover, the recommendations made to schools are sometimes not being implemented by the schools themselves, either due to shortage of tutorial materials and equipment for both teachers and pupils, or heavy teaching loads for heads and heads of department. Also, some Ministry policies undermine supervisors' work. One example is the policy of 'free education', which makes it difficult to persuade parents to contribute towards infrastructural development in schools.

3. Present trends and innovations

The problems encountered in the provision of supervision and support services have awakened both policy planners and supervisors to new realities. This section focuses on current attempts to rise to the pertinent challenges as presented by these problems.

- **Devolution of supervision to the local level**

Clusters

Under the Better Schools Programme of Zimbabwe, clusters of schools have been formed throughout the whole country, with the

aim of strengthening local capacities for in-servicing teachers, carrying out instructional supervision in schools, as well as sharing expertise and resources. In Kwekwe district, for instance, there were altogether 21 clusters. These are linked to the main district resource centre, which has been provided with a library and typing equipment through combined community, donor and government efforts. This programme has been received with enthusiasm. Both the schools and the district office see it as having potential to improve the quality of education in the district.

At the same time, the introduction of 'Home EOs' in secondary schools who are expected to assume a fatherly position with their schools and serve as the first port of call for teachers and heads in a district, has brought supervision closer to the school level.

School autonomy and in-school supervision

This trend is gradually taking root in Zimbabwe and has the full backing and support of the Ministry. Each school has a board composed of members of the administration and teacher representatives. Not only does this board supervise, assist and advise teachers on a day-to-day basis, but it also assesses and recommends them for salary advancements and/or promotion. In Kwekwe district, the impact of such boards was felt most in urban schools, where there was less mobility and hence better retention of experienced heads.

In-school supervision also involved School Development Committees on aspects such as construction projects, maintenance of infrastructure and dealing with 'difficult' parents. Each school in Kwekwe had such a functional committee whose efforts had resulted in improvements in school infrastructure and school-community relations.

To strengthen headteacher capacities, a Programme for School Heads in Africa has prepared seven modules to serve as resource materials for school heads within what has become popularly known as the Better Schools Programme. The programme is supported by Ministries of Education in Africa, the Commonwealth Secretariat, UNESCO and the Netherlands Embassy in Zimbabwe. The modules cover, among other things, core elements of supervision aimed at improving management and professional skills of heads.

- **Changing role of supervisor**

The supervisor's role in Zimbabwe has been redefined. The supervisor is seen as the adviser and confidant rather than an inspector. The supervisor does not charge teachers any more in cases of misconduct. That function has been left to one of the external support service officers (EO Professional Administration and Services). As a result, relations between supervisors and heads and teachers were reported to be cordial. There is also more emphasis on clinical supervision rather than traditional inspection.

- **Openness and transparency**

Linked to the above change, is a trend towards more openness and transparency. This has the full backing of the Ministry, which has taken the lead through its promotion procedures, where vacant posts are advertised nationally and suitable applicants are invited to apply. The Ministry also convenes a promotions committee that involves all regional directors to interview short-listed candidates and the most senior, effective and good performers are recommended for consideration by the Public Service Commission. This system of promotion ensures that the most suitable candidates are promoted, while motivating those that do not perform well, to do so. The list of those that are finally promoted is also advertised nationally. With the

restructuring of the Ministry, regional posts will be advertised nationally, but individual regions will interview the applicants. This strategy is seen as bringing the responsibility for appointment and promotion closer to the point of service delivery, that is, the schools.

There is also a gradual departure from unannounced visits to pre-informed visits. In Kwekwe district, the intention was to be open and transparent by ensuring that visits to schools were announced. However, these appear to remain only intentions as, in practice, they have not been easy to implement due to a variety of constraints. The trend is more evident in the fact that supervisors have adopted post-supervision conferences as a strategy. They have become more of the norm rather than the exception and have been well received by all heads and teachers in the district. The expectation is that these measures will dispel the suspicion with which many supervisors had been viewed.

- **Whole school supervision concept**

There is an increased emphasis on whole school supervision rather than individual teacher supervision. Some of the activities in line with this trend involve staff from Standard Control Unit at head office, who visit sampled schools within a region so as to get first-hand information on curriculum implementation and innovation, management, relations and developmental programmes. On the basis of their findings, strong recommendations are sent to the regional director for consideration and probable action.

- **Training**

Attempts are made to improve the preparation and updating of supervisors. Course materials have been finalized for external supervisors through co-operation amongst the Southern African

Development Community (SADC) states and the Commonwealth Secretariat. The course materials serve as a staff-development base for external supervisors in understanding their roles and functions towards schools.

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CONCLUSION

This study of external supervision and support services has revealed a number of lessons from which the Ministry of Education can learn, in its quest for enhancing the quality of education.

What emerges is that the services are manned by officers who are well qualified and experienced both academically and professionally. However, qualifications alone are not enough to guarantee efficiency and effectiveness. Related training in the form of induction and in-service, which were glaringly lacking in, for instance, Kwekwe, are needed. The Ministry needs to address this.

A variety of problems, that included lack of means to visit schools, poor working conditions and heavy workloads, emerged as characterizing supervision and support services. These resulted in less visits to schools, especially rural schools where, regrettably, such services were needed most. This situation does not augur well for the motivation and effectiveness of supervisors. During discussions with supervisors, there were even growing fears among them that the much talked about rationalization of the public service, in general, and the Ministry of Education, Sport and Culture, in particular, might result in a reduction in the number of supervisors. However, it was hoped that the Commission of Enquiry into Education and Training would address, among other issues, supervision-related problems.

On a more positive note, it was observed that external supervisory services were still considered necessary and useful by heads and teachers, in spite of sentiments expressed on the need to empower heads to do more supervision. This gives the impression that the external supervisor is still held in high esteem as a source of new ideas and arbitrator in situations of conflict.

Other positive trends noted were the need to mobilize local resources and the need for more openness and transparency. These, coupled with the need to improve working conditions of supervisors, can only help to improve education delivery in the schools.

APPENDIX I. DATA ON INTERVIEWED SCHOOL STAFF IN KWEKWE DISTRICT

Data on heads of School

Head	Gender	Age	Experience as:				Qualifications	
			Head	Head (in school)	Teacher	Other	Academic	Professional
1	M	56	12	11	12		'O' level	CE
2	M	41	14	3	6		'O' level	CE
3	M	50	22	16	8		'O' level	T3
4	F	50	2	2	26		'O' level	DE
5	M	49	13	10	12		'A' level	BED
6	F	44	1	1	21		'O' level	T3
7	M	44	13	3	8		'A' level	CE
8	M	54	14	7	13		'O' level	DE
9	M	58	20	10	18		'O' level	CE
10	M	54	26	6	32		'O' level	CE
11	F	42	2	1	18	1(TIC)	'O' level	CE
12	M	33	6	1	7		'O' level	CE
Mean		47.9	12.1	5.9	15.1			

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Data on teachers

Gender		Age		Experience	
Category	Number	Years	Number	Years	Number
Male	17	21-25	1	1-5	15
		26-30	8	6-10	8
		31-35	13	11-15	6
		36-40	6	16-20	1
Female	18	41-45	1	21-25	2
		46-50	2	26-30	0
		51-55	2	31-35	3
		56-60	2	36-40	0
Total	35		35		35

Academic qualifications			Professional qualifications		
Qualification	Number	Number female	Qualification	Number	Number female
Standard 6	5	1	PTL	5	1
ZJC	0	0	T3	1	0
Grade 11	2	2	CE	13	7
'O' level	28	15	D E	15	10
'A' level	0	0	B. Ed.	1	0
Total	35	18	Total	35	18

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This volume

School supervision services exist in nearly all countries in the world. They were generally set up decades ago when public authorities took responsibility for education. They were expected to play two key roles: exercising control – to ensure that rules and regulations were properly respected; and offering support – to improve the quality of teaching and learning.

In recent years, supervision services have been heavily criticized: ministry authorities are worried about the lack of school visits and about the poor impact on teaching; teachers regularly complain about condescending attitudes towards them and their work; supervisors themselves are unhappy with their precarious working conditions. At the same time, all these actors emphasize the crucial role that effective supervision plays in school improvement and recognize the need for a profound reform of the role, structure, management and daily operation of the service.

Such a reform strategy relies on a good insight into the present strengths and weaknesses of supervision systems. The aim of this publication is to add to our understanding, by diagnosing the situation of four countries in Africa: Botswana, Namibia, Tanzania and Zimbabwe.

The diagnoses show that all four countries face a myriad of problems related to a lack of resources, inefficient management and an organizational structure inadapted to current realities. However, the studies also show that many attempts are underway to renew the service and make it a genuine tool for quality improvement in the school and in the classroom. These innovative experiences contain valuable lessons for education managers and decision-makers throughout the world.

This publication forms part of the IIEP research and studies series on *Trends in school supervision*. The national diagnoses were undertaken by teams of practising supervisors and an experienced researcher. They were edited by A. De Grauwe, author of the accompanying **Volume I: School supervision in four African countries: challenges and reforms**.

School supervision in four African countries
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ISBN 92-803-1207-3

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